



City of Seattle

Mayor Jenny A. Durkan

TO: Councilmember Sally Bagshaw, Chair
Finance and Neighborhoods Committee

CC: Councilmember Teresa Mosqueda, Chair
Housing, Health, Energy, and Workers' Rights Committee

FROM: Mike Fong, Senior Deputy Mayor

DATE: September 24, 2019

RE: Green Sheet 12-5-B-2 (Child Care Center in the Civic Center)

The Mayor is committed to expanding access to childcare across the city. As she announced yesterday, this year's budget nearly doubles the City of Seattle's successful Child Care Assistance Program (CCAP) to serve an additional 600 families and provides additional support for child care providers.

The Mayor's commitment to child care extends to her desire to fully understand the feasibility of using the City campus as an opportunity to expand child care downtown. The Mayor directed the Department of Education and Early Learning (DEEL) to approach its response to Green Sheet 12-5-B-2 in a way that would allow her to understand what it would really take to make the vision of a City-campus child care center a reality. Over the past six months, DEEL, in collaboration with the City Budget Office (CBO), Department of Finance and Administrative Services (FAS), and the Human Services Department (HSD) has done just that. Staff with expertise in state licensing requirements worked with an architect to determine the physical feasibility of this project including the cost of renovations. DEEL worked with FAS to assess the cost of displacing tenants in proposed City-owned spaces, and they worked with a child care consultant to understand the operating viability of and subsidy needs for operating a child care center in the downtown core. As you will see in the attached report, renovating City Hall or SMT would cost \$6-7 million to develop a child care facility with space for 87 children.

When we compared the opportunity to develop a City Hall/SMT child care center with opportunities within the City's Child Care Bonus Fund Program pipeline, we found investing public resources through this Fund would be a far more effective way to create child care capacity. Looking at the list of projects now under consideration for Program funding, they have the potential to create four times as much capacity for a comparable investment.

Moreover, HSD has another 11 projects that are in the queue for future funding. This comes at the same time that mitigation contributions to the Bonus Program have been declining (there has only been one contribution in 2019 for approximately \$500,000) and project costs have been escalating as a result of increasing construction costs.

Instead of funding the City Hall/ SMT child care center, the 2020 Proposed Budget includes \$2.1 million in CRS-U funding for child care facilities that leverage the Child Care Bonus funds to expand the supply of child care facilities. The Executive believes that this funding is better used to support more projects that are in the queue as it will leverage other funds and generate far more child care facility spaces.

We look forward to working with you in partnership to expand child care options within the city.



Jenny A. Durkan, Mayor

Dwane Chappelle, Director

TO: Councilmember Sally Bagshaw, Chair, Finance and Neighborhoods Committee

CC: Councilmember Teresa Mosqueda

FROM: Dwane Chappelle, Director, Department of Education and Early Learning

SUBJECT: Final Report regarding Child Care Center Green Sheet 12-5-B-2

The Department of Education and Early Learning (DEEL), in collaboration with the Mayor's Office, the City Budget Office (CBO), Department of Finance and Administrative Services (FAS), and the Human Services Department (HSD), has been charged with responding to the Seattle City Council Child Care Center Green Sheet 12-5-B-2. This document, inclusive of its attachments, provides the final report on this Green Sheet (GS).

The GS provided \$100,000 in General Fund support for a new Capital Improvement Program project in 2019 to plan for and, if feasible, begin work on the capital modifications and a provider solicitation needed to open a child care center. The scope of the GS response was refined to incorporate the clarification and feedback received by the Mayor's Office in a meeting with Councilmembers Bagshaw and Mosqueda on February 6, 2019. The Q1 update was transmitted to the City Council on April 2, 2019. The Q2 update was transmitted on June 28, 2019.

As the Departmental lead, DEEL's approach has been to learn what it would take to make the vision of a City-campus child care center a reality. Over the past six months, DEEL: (1) worked with an architect to determine the feasibility of this project, conduct a code analysis, sketch potential child care center layouts, and provide a "conceptual level" cost projection for each layout; (2) worked with FAS to assess the cost of displacing tenants in proposed City-owned spaces; and (3) worked with a consultant to develop a start-up and annual operating budgets to assess the long-term viability of and subsidy needs for operating a child care center with the enrollment capacity calculated by the architects.

The architects designed three design options with six classrooms and one design option with four classrooms (see *Part 1: Center Feasibility, Design Options, and Construction Cost Projections* for details).

Summary of Findings:

- **A downtown center that is less than six classrooms is not operationally viable without very high tuition or significant ongoing subsidies.**
 - Information on the 4-classroom design option and associated costs are included in this report, but the tuition levels required to sustain this model are at the top of the downtown child care market, which is over \$3,000 per month for infant care.
- **The total one-time cost to develop a viable 6-classroom child care center in City Hall or SMT is estimated to be \$6.4M to \$6.9M.**

- Total construction cost estimates range between \$5.2M and \$6.4M.
- Siting a center in City Hall or SMT displaces up to four City functions, depending on the design option, with one-time tenant displacement/relocation costs ranging between \$422K to \$1.0M.
- **The ongoing financial impact to the City for operating a 6-classroom child care center is at least \$267K to \$315K.** This amount increases if tuition is desired to be more affordable than existing downtown child care options.
 - The median tuition for downtown child care in birth-5 centers ranges from \$1,755 per month for preschool to \$2,337 per month for infants.
 - **For tuition to be near the median for downtown child care, fully subsidized rent and utilities is needed to help control tuition costs.** For the 6-classroom design options, these costs range between \$192K and \$222K annually.
 - Relocating the current city functions to non-City-owned locations in the downtown core plus the lost revenue from the commercial tenants increase the costs to the impacted departments by \$65K to \$93K annually.
- Child care center start-up costs range from \$230-\$300K, depending on the number of classrooms.

Attachments:

1. City of Seattle Campus – Child Care Site Identification & Feasibility Study (includes cost projections)
2. Child Care – Real Estate Financial Impact Summary
3. Downtown Child Care Tuition - Market Rate Analysis Summary
4. Timeline to Opening a New City Campus Child Care Center

Report Sections:

- Part 1: Center Feasibility, Design Options, and Construction Cost Projections
- Part 2: One-time Tenant Displacement/Relocation Costs
- Part 3: Projected Tuition Cost Scenarios
- Part 4: City Cost Summary
- Part 5: Considerations

Part 1: Center Feasibility, Design Options, and Construction Cost Projections

DEEL partnered with Environmental Works (<https://www.eworks.org/>), a nonprofit Community Design Center, to conduct a feasibility analysis and design classroom layout options. This resulted in four design options, two in City Hall and two in the SMT. The design options include three 6-classroom layouts and one 4-classroom layout. While the 4-classroom layout costs the least for construction and relocation, it would have the highest tuition rates to be self-supporting and would be over \$1,000 higher a month than current median market rates. To reduce tuition rates to the median market rate for downtown centers, the 4-classroom model would require substantial ongoing operations subsidies from the City (in addition to free rent and utilities).

Design Option 1: City Hall, includes two floors, 6 classrooms, 87 children

- This option displaces City Grind, the Customer Service Bureau, Boards and Commissions, and the Ombud.
- Floor 1 (4,497 sq ft): The storage space behind the coffee cart including the kitchen, the area that is currently the Customer Service Bureau
- Lower Level 2 (2,150 sq ft): The Boards and Commissions conference room and the Ombud's Office
- Dedicated outdoor space (2,942 sq ft): Upper level plaza

Design Option 2: City Hall, one floor, 4 classrooms, 57 children

- This option displaces City Grind and the Customer Service Bureau.
- Floor 1 (4,500 sq ft): The storage space behind the coffee cart including the kitchen, the area that is currently the customer Service Bureau.
- Dedicated outdoor space (2,948 sq ft): Upper level plaza
- Note: This option includes fewer classrooms/children, so the per child cost will be higher (shared resources are spread among few children and cost more per capita).

Design Option 3: SMT, level 6 plaza. 6 classrooms, 87 children

- This option displaces all three restaurants, the public seating, and some of the art storage space.
- Interior: 7,660 sq ft
- Dedicated outdoor space: 3,729 sq ft

Design Option 4: SMT, level 6 plaza, 6 classrooms, 87 children

- This option displaces two of the restaurants (Core Bistro and Chew Chew's), the public seating, and all the art storage space.
- Interior: 7,369 sq ft
- Dedicated outdoor space: 3,463 sq ft

The architects explored two other spaces, the “red room” in City Hall and the 14th floor of the SMT (where the gym used to be), that are not considered in this analysis because they were determined infeasible due to incompatibility with licensing requirements.

See **Attachment 1: City of Seattle Campus – Child Care Site Identification & Feasibility Study** for additional information on the design options.

Notes:

1. Dedicated child drop-off parking spaces are required by the State. Associated costs are not included in the projections.
2. DEEL has researched how adding a child care center at City Hall would impact the night shelter. DEEL learned that DCYF does not have the authority to govern the use of spaces surround the center. DCYF may require adjustments to current practice to ensure child safety, such as requiring a detailed plan on how the two uses of the space will coexist. For example, they may request details about line formation in the evening and the method and timing of clean-up (which currently extends to 8am), before deeming the space licensable.

Table 1. Design Options and Construction Costs

	City Hall Design Option 1 <u>6 classrooms</u> <u>87 Children</u>	City Hall Design Option 2 <u>4 classrooms</u> <u>58 children</u> <i>(not recommended for operational reasons)</i>	SMT Design Option 3 <u>6 classrooms</u> <u>87 Children</u>	SMT Design Option 4 <u>6 classrooms</u> <u>87 Children</u>
Location	Includes two floors and upper plaza outdoor space	One floor (4 classes) and upper plaza outdoor space	Level 6 plaza, all three restaurants and outdoor space	Level 6 plaza, two restaurants and outdoor space
ROM construction cost estimate*	\$3.71M	\$2.73M	\$4.45M	\$4.25M
30% soft costs (low) to 40% soft costs (high)	\$1.11M to \$1.49M	\$0.82M to \$1.09M	\$1.33M to \$1.78M	\$1.28M to \$1.70M
Total construction range with soft costs and sales tax	\$5.20M to \$5.57M	\$3.82M to \$4.09M	\$6.24M to \$6.68M	\$5.96M to \$6.39M
Per slot cost at high end of range	~\$64K	~\$71K	~\$77K	~\$73K

Justification for ROM projection, provided by W. G. Clark and Associates:¹

1. Working for the City of Seattle will require the project to be commercial prevailing wage. This adds approx. 22% to 25% to the labor cost for the general contractor and subcontractor personnel.
2. The project is in a high traffic area without much staging or easy jobsite access. The location adds a difficulty factor to the overall pricing to support barriers, foot traffic control, and personnel stationed to make sure the work area is safe for the public.

¹ W. G. Clark Construction Company (<http://www.wgclark.com/>) is one of the leading construction services companies in Western Washington. The company has extensive experience in public works contracts.

3. Two years ago, the pricing could have been 8% to 10% less, but Seattle is experiencing a real escalation impact to wages and material cost that is running about 4% to 5% per year (as noted in the budget). The tariffs that have been in the news are also a factor to consider for escalation.
4. This budget is intentionally conservative as the guidelines/drawings used for this budget are at the conceptual level. The final budget will be set by a confirmed scope of work and supporting drawings/documentation that can be used for competitive bidding of subcontractors and materials. The competitive bidding is the best method to get the best pricing for the project.
5. The square foot numbers provided in the budget are reflective of current or recently completed projects of the same nature (using historical W.G. Clark data and reports). No subcontractor input/pricing was used in the compilation of the budget numbers because the documents are in the conceptual phase.

Part 2: One-time and On-going Tenant Displacement/Relocation Costs

Each of the design options above require displacing or relocating current tenants. One-time costs include lease buyouts for restaurants and tenant improvements for related City offices and City Grind. On-going costs include loss of revenue from rents paid by restaurants and the rent differential of relocating City offices to non-City-owned locations in the downtown core.

Table 2. Private Businesses – One-time and Ongoing Costs

	Design Option 1	Design Option 2	Design Option 3	Design Option 4
Private businesses displaced	• City Grind	• City Grind	• RVJ (Core Bistro) • Bebas & Amigos • Chew Chews	• RVJ (Core Bistro) • Chew Chews
Total cost of lease buy-out, per contract	N/A relocation assumed	N/A relocation assumed	\$493,500	\$298,116
One-time tenant improvement costs for relocation	\$73,800	\$73,800	N/A	N/A
On-going, annual revenue loss from rent from businesses*	\$8,523	\$8,523	\$77,652	\$49,740

Table 3. City Offices – One-time and Ongoing Costs

	Design Option 1	Design Option 2	Design Option 3	Design Option 4
City offices displaced	• Customer Service Bureau • Boards and Commissions • Ombud	• Customer Service Bureau	• Arts Storage	• Arts Storage
One-time tenant improvement costs for relocation	\$931,600	\$328,950	\$422,850	\$422,850
Annual cost differential for city offices for renting market-rate space	\$74,372	\$39,590	\$15,392	\$15,392

*Restaurant rents are below market rate. It will be difficult for owners to identify new spaces at comparable prices.

Part 3: Projected Tuition Costs Based on Three Scenarios

For this portion of the project, DEEL partnered with Diana Bender, who co-founded and served as the Executive Director of Sound Child Care Solutions (SCCS) for seven years. SCCS is a nonprofit organization and consortium of seven diverse early childhood education centers that share administrative services in a central office. Prior to her work with SCCS, Ms. Bender led early learning funding processes at the City of Seattle which distributed millions of dollars to non-profits in Seattle, providing technical assistance on budget development to over 100 child care providers throughout the city.

The purpose of this analysis was to determine how operating costs and subsidies impacted tuition costs. Ms. Bender concluded that the 6-classroom model is the most cost-effective model because it is more cost-effective to share staff and distribute central costs among a higher number of classrooms.

Notes and Findings:

1. Ms. Bender's projections are based on a non-profit business model in the downtown core. A for-profit provider's tuition rates may be higher. Another nonprofit provider's approach may also differ. The fact that this consultant could make do without additional subsidies may not reflect the approach of all agencies.
2. None of the models are operationally feasible unless they receive free rent. However, there are concerns that a rent subsidy would constitute a gift of public funds and would require the center to serve a minimum percentage of low-income children.
 - If the Center is for the children of City employees, then it would not be considered a public gift of funds as it would instead be an employee benefit. However, this may make the project ineligible for Child Care Bonus Funds.
 - Data show that City employees who work in the downtown core are, on average, paid more than City employees who work outside the downtown core. For this reason, there may be equity concerns related to downtown employees disproportionately benefitting from this investment.
3. Start-up costs are estimated to be between \$235K and \$295K, depending on the size of the center. Start-up costs include staffing start-up costs, office and enrollment services, outdoor play materials, office equipment and supplies, food preparation equipment, and classroom supplies and equipment.
4. Annual operating costs range from \$1.23M to \$1.92M depending on the number of classrooms and the level of operating subsidy offered by the City. These projections do not include nonprofit fundraising assumptions.
5. No Seattle Preschool Program (SPP) classrooms would be possible in the 4-classroom design. Only one SPP classroom would be possible in the 6-classroom designs because:
 - In center-based care settings, a child's age and development determines which group they belong in. For licensing, "infants" are 1 – 11 months, "toddlers" are 12 – 29 months, and "preschool" is 30 months up to kindergarten (with some deviation due to a child's developmental level).
 - For SPP, children must enter in September when they are "program age" 3 or 4. Like a school, August 31 is the cut-off. For SPP, program age 3 is between 36 and 47 months, depending on birthdate. A child who turns three on September 2 wouldn't be able to start SPP until the following school year when she is almost (or is already) 4 years old.

- Though the design options of the classrooms currently assume that children in the toddler room will be 22-36 months old, the center would need to have a place for children who cannot stay in the toddler room, but not yet eligible for SPP (approx. 36mo to 47mo). The center would need the other preschool classroom for this purpose.

Table 4. Subsidy Scenarios and Projected Monthly Tuition Cost for Families

	Scenario 1: 6 classrooms with rent subsidy	Scenario 2: 6 classrooms with no rent subsidy	Scenario 3: 4 classrooms with rent subsidy
Assumptions	<ul style="list-style-type: none"> • 6 classrooms • Fully subsidized rent and utilities 	<ul style="list-style-type: none"> • 6 classrooms • No subsidies 	<ul style="list-style-type: none"> • 4 classrooms • Fully subsidized rent and utilities
Rent and Utilities Subsidy per year*	\$192k - \$222k annually (\$16K – 18.5K / mo)	N/A	\$130k annually (\$10.8K / mo)
Tuition rate in comparison to median market rate for downtown centers**	<ul style="list-style-type: none"> • 4% over median (54%) 	<ul style="list-style-type: none"> • Varies • 4% over median for preschool (54%) • 95% over median for infants (145%) 	<ul style="list-style-type: none"> • Varies • 4% over median for preschool • 50% over median for infants (100%)
Infants	\$2,343	\$3,400	\$3,040
Waddlers	\$2,296	\$3,200	\$2,693
Toddlers	\$2,117	\$2,150	\$2,190
Preschool & PreK	\$1,776	\$1,755	\$1,784

* The current rental rate (2019) for SMT and SCH is \$29.54/sq ft which includes utilities. The proposed rate for 2020 is \$29.02/sq ft. The projected annual rent/utilities subsidy is based on the 2020 rate.

See **Attachment 3: Downtown Child Care Tuition - Market Rate Analysis Summary for more information on the market rate.

Part 4: City Cost Summary

Table 5 summarizes the one-time and ongoing costs to the City of the four design options.

Table 5. One-time and On-going Cost Summary for Design Options 1 -4

	City Hall Design Option 1 <u>6 classrooms</u> <u>87 Children</u>	City Hall Design Option 2 <u>4 classrooms</u> <u>58 children</u>	SMT Design Option 3 <u>6 classrooms</u> <u>87 Children</u>	SMT Design Option 4 <u>6 classrooms</u> <u>87 Children</u>
Total construction range with soft costs and sales tax	\$5.20M to \$5.57M	\$3.82M to \$4.09M	\$6.24M to \$6.68M	\$5.96M to \$6.39M
One-time tenant displacement/relocation costs	\$1,005,400	\$402,750	\$422,850	\$422,850
Total One-time Costs (mid-range)	\$6,390,400	\$4,357,750	\$6,882,850	\$6,597,850
On-going tenant displacement/relocation costs	\$74,372	\$39,590	\$93,044	\$65,132
On-going rent subsidy to reduce tuition rates*	\$192,896	\$130,590	\$222,293	\$213,848
Total Ongoing Costs	\$267,268	\$170,180	\$315,337	\$278,980

* The current rental rate (2019) for SMT and SCH is \$29.54/sq ft which includes utilities. The proposed rate for 2020 is \$29.02/sq ft. The projected annual rent/utilities subsidy is based on the 2020 rate.

Part 5: Considerations

Notes and Recommendations

- The cost of quality downtown child care exceeds what the market will bear. All centers have a way to make ends meet. The for-profit centers push the cost to parents and/or offer low wages and few benefits. A rent subsidy is the best way to help control tuition cost while allowing for competitive wages and staffing that support quality practice.
- DEEL would advise choosing a 6-classroom model over the 4-classroom model. The 4-classroom model is more expensive for families and does not allow for SPP participation.

RSJI Considerations

- According to the census tool “On the Map,” within one mile of City Hall, 70% of the workers are White, which is slightly higher than the population estimates for the city as a whole (68.6%). People of all other races are slightly underrepresented in workers in the vicinity of City Hall compared to the city population as a whole, with the exception of the Hispanic or Latino population which is about equal (6.5% of all, 6.9% of workers).
- Pursuing the SMT options would lead to the displacement of 2-3 restaurants, Core Bistro and Bebas & Amigos are W/MBEs. The restaurants’ rents are below market rate currently. Relocation may be challenging for them.
- A similar-sized investment in a different area of the City may yield a higher benefit for people of color than an investment in the downtown core.



City of Seattle Campus - Childcare Site Identification & Feasibility Study

700 5th Ave, Suite 1700

Seattle, WA 98124

W.G.CLARK
CONSTRUCTION CO.


City of Seattle


environmental
WORKS
Community Design Center

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FEASIBILITY REPORT OVERVIEW

FEASIBILITY REPORT OVERVIEW

Environmental Works Community Design Center (EW), a non-profit architectural and landscape design firm with extensive experience in child care center design, has been engaged by the City of Seattle Department of Education and Early Learning (DEEL), in collaboration with the Mayor's Office, the City Budget Office (CBO), the Department of Finance and Administrative Services (FAS), and Human Services Department, to assess the feasibility of locating a child care center in the existing downtown City campus.

The intent of this study is to provide a preliminary assessment of the feasibility—from both an infrastructure and operational standpoint—and cost of providing high-quality early learning and care for infants, waddlers, toddlers, and preschool-aged children within existing City campus building infrastructure. Five separate potential locations were identified by City staff for investigation by the team, located within the Seattle Municipal Tower and Seattle City Hall. The investigation of the operational viability of the spaces examined was aided by input from Diana Bender, a consultant with decades of experience in operating, managing, and overseeing child care centers, and preliminary construction cost estimating has been provided by W.G. Clark, one of the leading construction services companies in Western Washington, with extensive experience in public works contracts.



The feasibility study included initial tours of the spaces under consideration:

- Seattle Municipal Tower Floor 6 (SMT 6, the outdoor plaza level)
- Seattle Municipal Tower Floor 14 (SMT 14, at the top of the parking garage)
- Seattle City Hall Floor 1 (SCH 1, the 5th Avenue level)
- Seattle City Hall Lower Level 2 (SCH L2, the upper plaza level)
- Seattle City Hall Lower Level 1 (SCH L1, the 4th Avenue level)

Based on initial assessment of these spaces, compiled in the City Campus Walkthrough Summary included in this report, Floor 6 of the Seattle Municipal Tower and Floors 1 and LL2 of City Hall were chosen for further investigation. See the Walkthrough Summary for further information on the criteria used to select or reject spaces under consideration, as well as comments regarding Seattle Municipal Tower Floor 14.

In collaboration with DEEL and Diana Bender, an architectural program statement was developed with target goals for floor areas, functions, and spatial parameters. This program, included in this report, was used as a guideline tool to generate four different preliminary conceptual level schematic floor plans of these spaces to assess their viability. Given the types, locations and areas of available space at SCH, an alternate 4 classroom program was also explored, in addition to the 6 classroom model.

The study also includes preliminary land-use and building code analyses for these spaces, and a brief summary of child care regulations. Note that this report constitutes a limited, preliminary look at the viability of a child care center located within the facilities that were examined, intended to aid budgetary and planning decisions, and that further, more detailed investigations of code parameters, existing conditions, and other factors will be required for work to proceed beyond this stage.

ARCHITECTURAL PROGRAM STATEMENT

6 - 7

Architectural Program Statement

City of Seattle Child Care Campus Architectural Program

DRAFT 11 July 2019
UPDATED 15 July 2019

Note: Classroom sizes are based on best practices, which exceed child care licensing minimums.

Program Spaces - Interior	# of Children	# of Teachers	Sq. Ft.	Sq. Ft./Child	Notes:
Classrooms:					
Pre-School Classroom #1	20	2	800 sf	40	1 Staff per 10 Pre-school Children
Children's Toilets			100 sf		1 ADA Compliant Room w/2 W.C.s and 2 Lav.s
Other non-licensed space within classroom			8 sf		
Staff sink (for art activities, etc.)			8 sf		4' long Counter w/Sink & Base Cabinet
Staff storage / work space			0 sf		Cabinet plus Counter, Shelving above
SUBTOTAL			8 sf		
Pre-School Classroom #1	20	2	800 sf	40	1 Staff per 10 Pre-school Children
Children's Toilets			0 sf		Shared with Pre-School Classroom #1
Other non-licensed space within classroom			8 sf		
Staff sink (for art activities, etc.)			8 sf		4' long Counter w/Sink & Base Cabinet
Staff storage / work space			0 sf		Cabinet plus Counter, Shelving above
SUBTOTAL			8 sf		
Toddlers' Classroom (22 - 36 mo.s)	14	2	560 sf	40	1 Staff per 7 toddlers
Non-licensed space within classroom:			75 sf		
Diaper Changing			40 sf		
Children's Toilet			35 sf		
SUBTOTAL			75		
Waddlers' Classroom (12 - 24 mo.s)	15	3	600 sf	40	1 Staff per 5 waddlers
Non-licensed space within classroom:			75 sf		
Diaper Changing			40 sf		
Children's Toilet			35 sf		
SUBTOTAL			75		
Infants' Classroom (3 thru 11 mo.s)	9	3	495 sf	55	1 Staff per 3 infants
Non-licensed space within classroom:			75 sf		
Diaper Changing			35 sf		
Bottle Prep			40 sf		
Staff storage / work space			0 sf		Cabinet plus Counter, Shelving above
SUBTOTAL			75 sf		
Infants' Classroom (3 thru 11 mo.s)	9	3	495 sf	55	1 Staff per 3 infants
Non-licensed space within classroom:			75 sf		
Diaper Changing			35 sf		
Bottle Prep			40 sf		
Staff storage / work space			0 sf		Cabinet plus Counter, Shelving above
SUBTOTAL			75 sf		
SUBTOTALS	87	15			5207.5 sf Classrooms Only - including Walls & Circulation

Entry/Parent Resource Area	175 sf	Admin Asistant/Receptionist Counter/Desk; Bulletin Boards; small play area; couch
Director's Office	120 sf	Nees adequate space to accommodate private meetings with parents
Program Supervisor's Office	90 sf	Or could be located in Workroom
Kitchen & Pantry	200 sf	Needs to accommodate 4 rolling food carts Bulk food items in deep storage
Staff Break Room	160 sf	Couch
Storage / Workroom	450 sf	
Teacher Work Stations	70 sf	
Curriculum storage (60 sf per classroom)	360 sf	Could be remotely located; 360 sf is ideal, could be less
Additional Refrigerator	20 sf	
SUBTOTAL	450 sf	
Adult Toilet Rooms	120 sf	Two single occupant toilet rooms
Mechanical / Electrical / Custodial	105 sf	
Janitorial equipment & supplies	40 sf	
Laundry	45 sf	
Mechanical (HWT)	20 sf	
SUBTOTAL	105 sf	
SUBTOTAL		1775 sf Support Spaces Only - including Walls & Circulation
TOTAL - Interior Square Footage		6,983 sf
Program Spaces - Exterior		80 sf/child
Fenced Play Areas		
Pre-school and Toddlers/Waddlers Play Area	34	2550 sf
Infants' Play Area	9	675 sf
Covered Secure Storage		75
Total Exterior Square Footage		3,305 sf

PRELIMINARY CONCEPTUAL LEVEL FLOOR PLAN OPTIONS

9	SCH 1 - Option 1
10	SCH L2 - Option 1
11	SCH 1 - Option 2
12	SCH L2 - Option 2
13	SMT 6 - Option 1
14	SMT 6 - Option 2

Seattle City Hall - Layout Option 1

Level 1 (5th Ave)

<i>Room</i>	<i>Area</i>
ENTRY & RESOURCE	239 sq ft
SUPERVISOR'S OFFICE	108 sq ft
DIRECTOR'S OFFICE	129 sq ft
WADDLERS CLASSROOM	600 sq ft
TODDLERS CLASSROOM	560 sq ft
TOILETING DIAPERING	132 sq ft
PRESCHOOL CLASSROOM #1	802 sq ft
PRESCHOOL CLASSROOM #2	802 sq ft
CHILDREN'S TOILET	121 sq ft
JAN. & SUPP.	53 sq ft
KITCHEN & PANTRY	190 sq ft
LAUNDRY & STOR.	59 sq ft
WORK & BREAK	243 sq ft
CIRCULATION	458 sq ft
4,497 sq ft	



environmental **WORKS**

Community Design Center
402 15th Avenue East
Seattle, Washington 98112
phone: 206.329.8300
fax: 206.329.5494

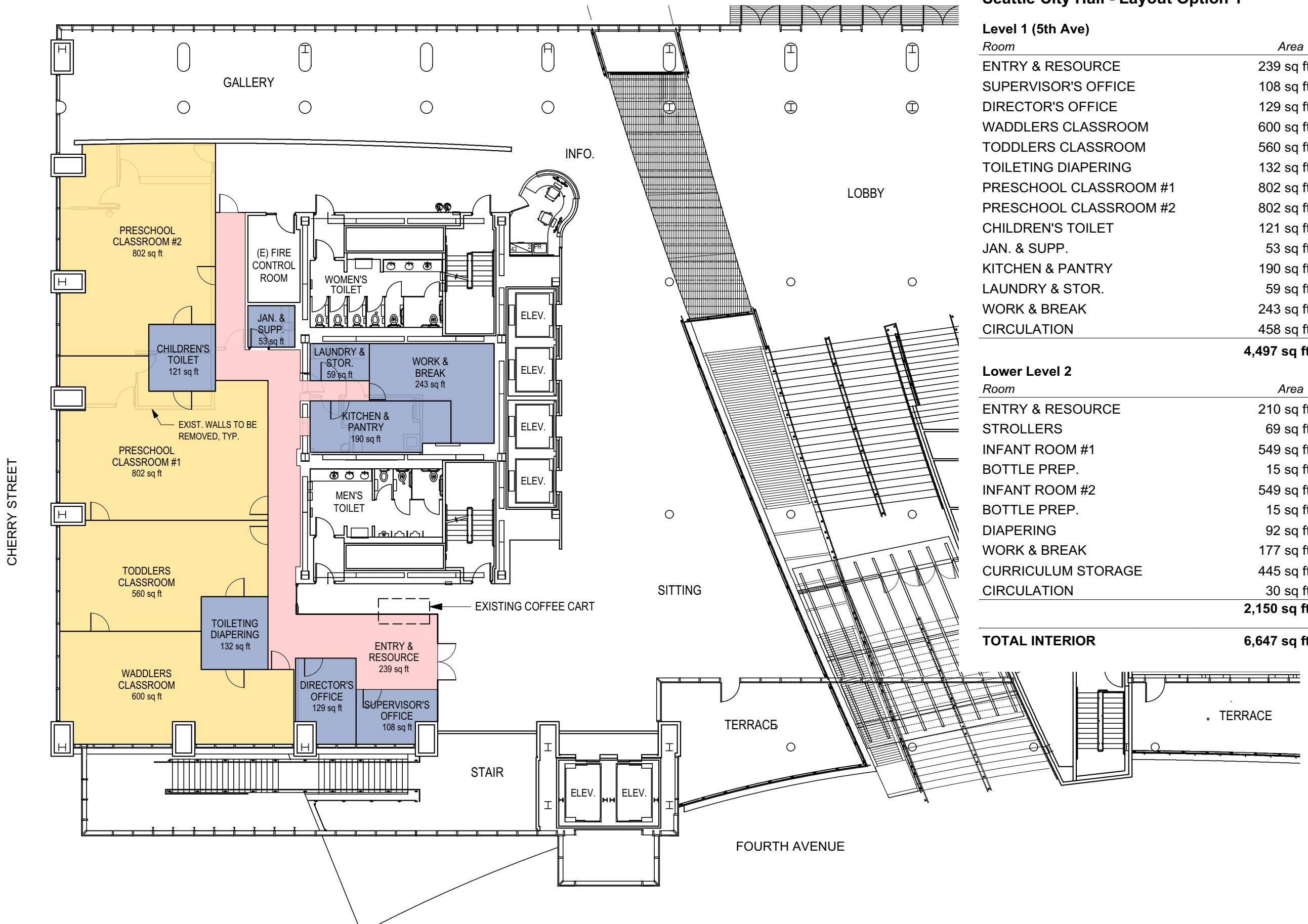
Seattle Municipal Child Care Feasibility Study

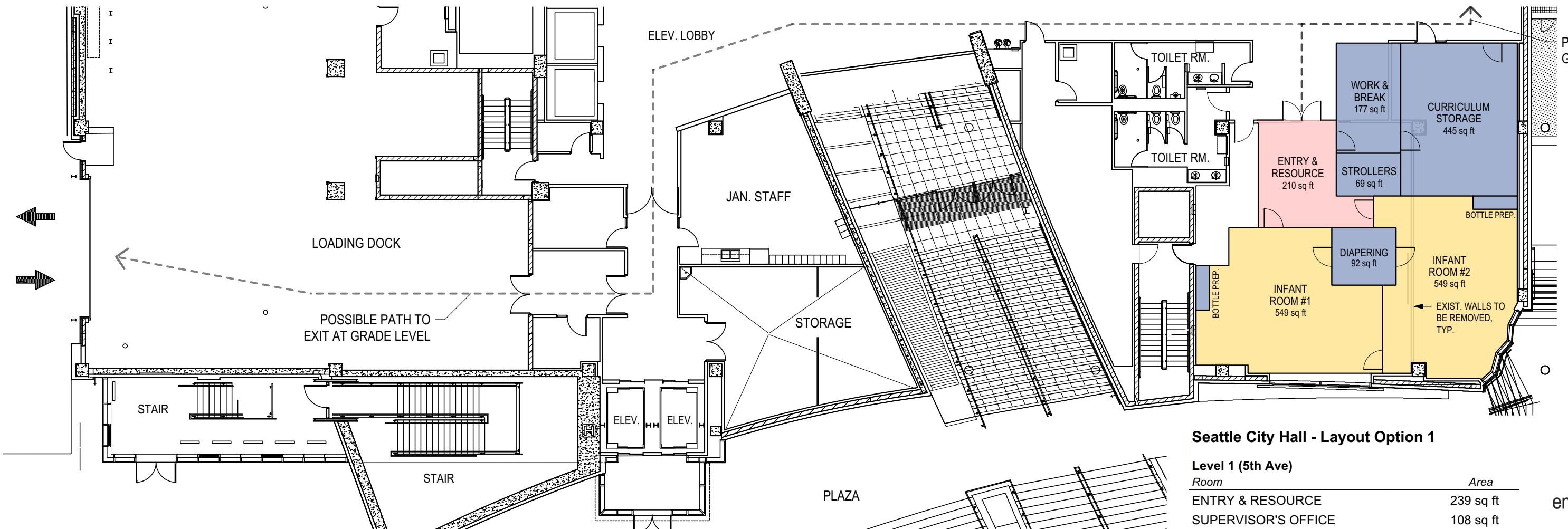
Seattle City Hall

Level 1

Option 1

30 August 2019
Project No. 19038F





Seattle City Hall - Layout Option 1

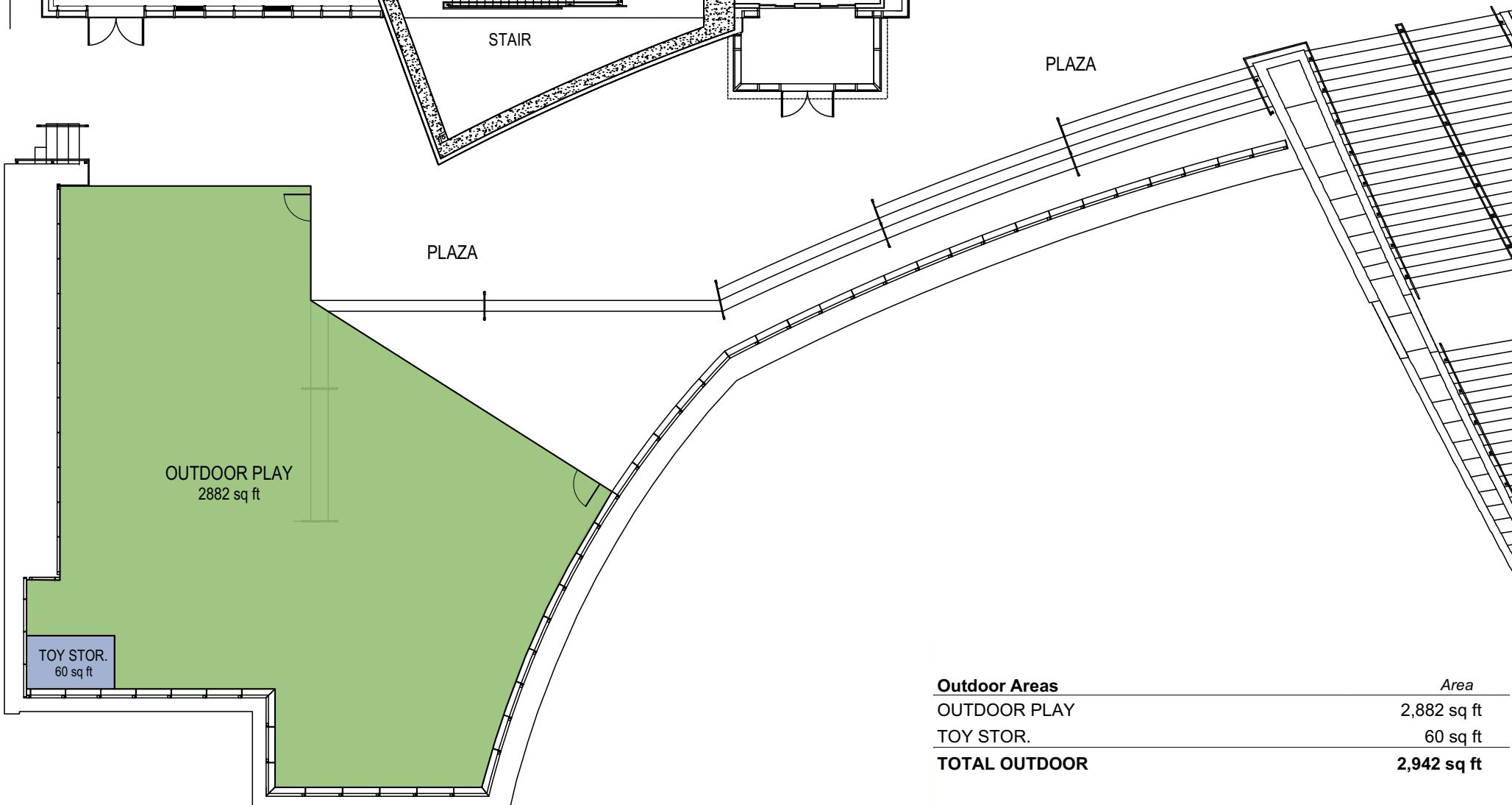
Level 1 (5th Ave)

Room	Area
ENTRY & RESOURCE	239 sq ft
SUPERVISOR'S OFFICE	108 sq ft
DIRECTOR'S OFFICE	129 sq ft
WADDLERS CLASSROOM	600 sq ft
TODDLERS CLASSROOM	560 sq ft
TOILETING DIAPERING	132 sq ft
PRESCHOOL CLASSROOM #1	802 sq ft
PRESCHOOL CLASSROOM #2	802 sq ft
CHILDREN'S TOILET	121 sq ft
JAN. & SUPP.	53 sq ft
KITCHEN & PANTRY	190 sq ft
LAUNDRY & STOR.	59 sq ft
WORK & BREAK	243 sq ft
CIRCULATION	458 sq ft
4,497 sq ft	

Lower Level 2

Room	Area
ENTRY & RESOURCE	210 sq ft
STROLLERS	69 sq ft
INFANT ROOM #1	549 sq ft
BOTTLE PREP.	15 sq ft
INFANT ROOM #2	549 sq ft
BOTTLE PREP.	15 sq ft
DIAPERING	92 sq ft
WORK & BREAK	177 sq ft
CURRICULUM STORAGE	445 sq ft
CIRCULATION	30 sq ft
2,150 sq ft	

TOTAL INTERIOR	6,647 sq ft



SCH L2 - Preliminary Option 1

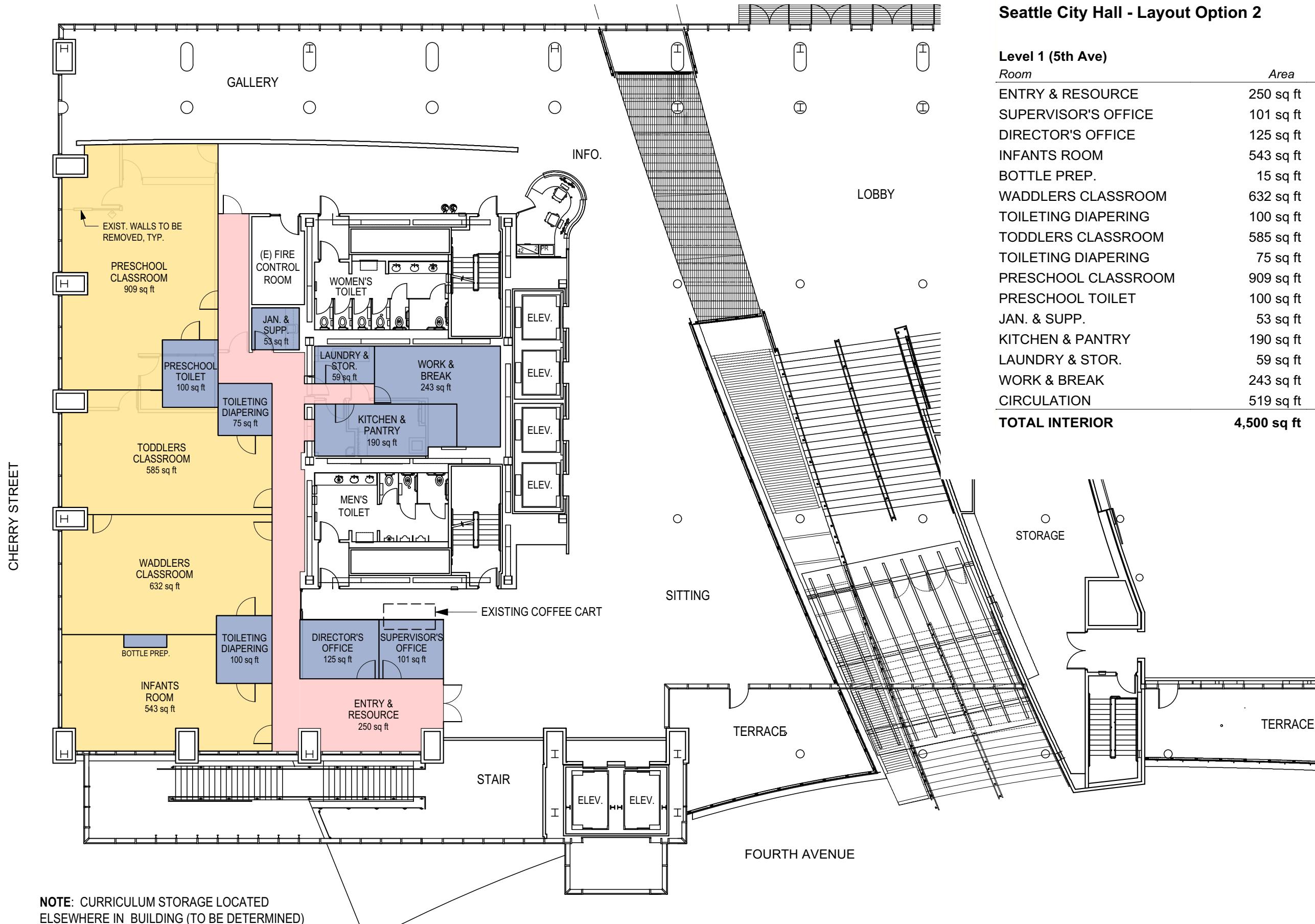
Scale: 1/16" = 1'-0"

environmental WORKS
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Seattle Municipal Child Care Feasibility Study

Seattle City Hall
Lower Level 2
Option 1

30 August 2019
Project No. 19038F



Seattle City Hall - Layout Option 2

Level 1 (5th Ave)

Room	Area
ENTRY & RESOURCE	250 sq ft
SUPERVISOR'S OFFICE	101 sq ft
DIRECTOR'S OFFICE	125 sq ft
INFANTS ROOM	543 sq ft
BOTTLE PREP.	15 sq ft
WADDLERS CLASSROOM	632 sq ft
TOILETING DIAPERING	100 sq ft
TODDLERS CLASSROOM	585 sq ft
TOILETING DIAPERING	75 sq ft
PRESCHOOL CLASSROOM	909 sq ft
PRESCHOOL TOILET	100 sq ft
JAN. & SUPP.	53 sq ft
KITCHEN & PANTRY	190 sq ft
LAUNDRY & STOR.	59 sq ft
WORK & BREAK	243 sq ft
CIRCULATION	519 sq ft
TOTAL INTERIOR	4,500 sq ft



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Seattle Municipal Child Care Feasibility Study

Seattle City Hall

Level 1

Option 2

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Project No. 19038F

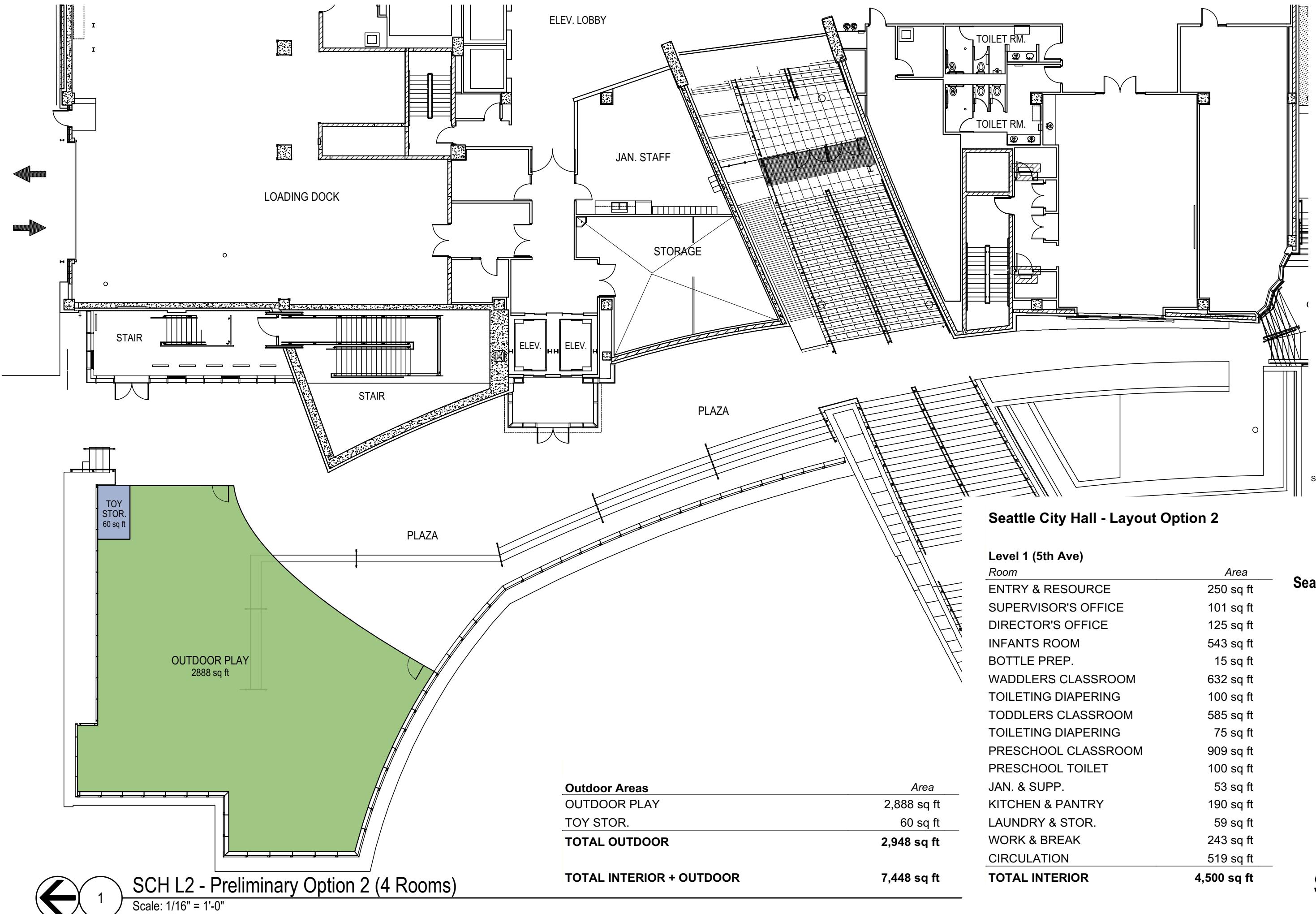
**NOTE: CURRICULUM STORAGE LOCATED
ELSEWHERE IN BUILDING (TO BE DETERMINED)**

1

SCH 1 - Preliminary Option 2 (4 Classrooms)

Scale: 1/16" = 1'-0"

SCH 1



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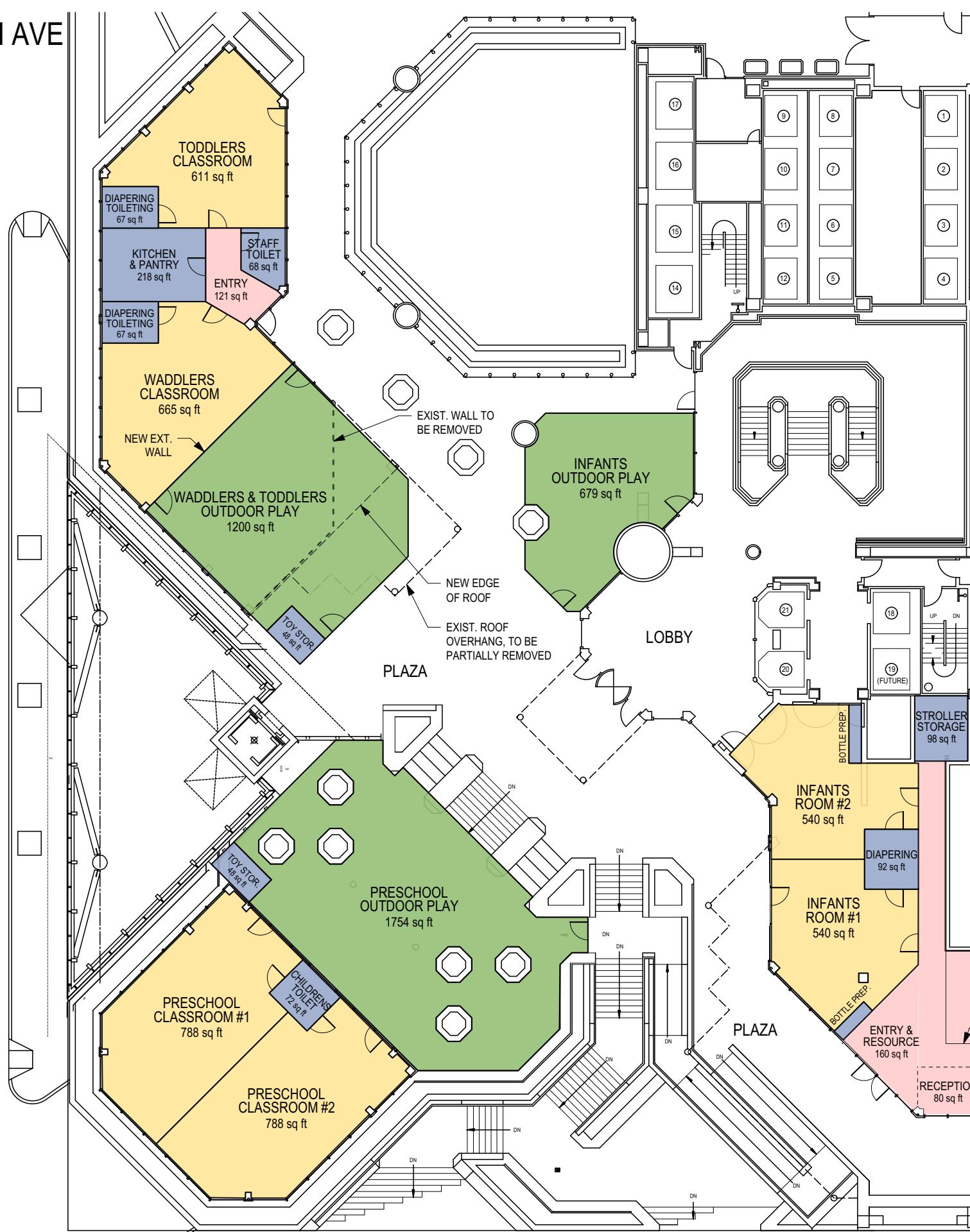
**Seattle Municipal
Child Care
Feasibility
Study**

**Seattle City Hall
Lower Level 2
Option 2**

30 August 2019
Project No. 19038F

SCH L2
12

5TH AVE



Seattle Municipal Tower 6 - Option 1

Level 1 (5th Ave)

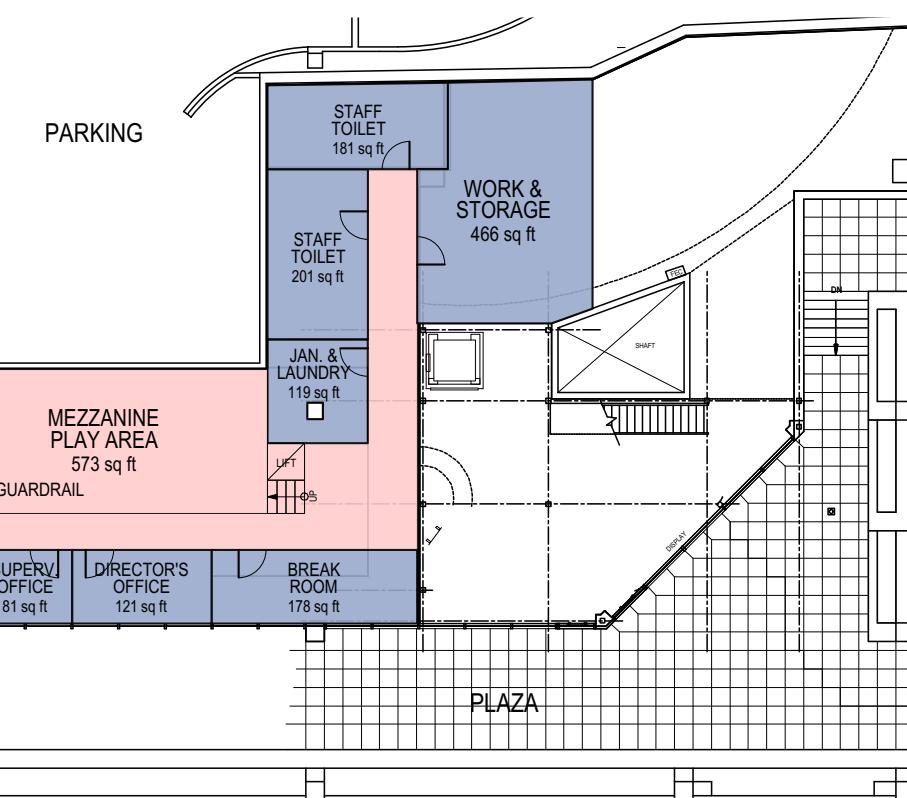
Room	Area	
ENTRY & RESOURCE	160 sq ft	119 sq ft
RECEPTION	80 sq ft	181 sq ft
MEZZANINE PLAY AREA	573 sq ft	201 sq ft
SUPERV. OFFICE	81 sq ft	466 sq ft
DIRECTOR'S OFFICE	121 sq ft	788 sq ft
BREAK ROOM	178 sq ft	788 sq ft
INFANTS ROOM #1	540 sq ft	72 sq ft
BOTTLE PREP.	15 sq ft	121 sq ft
INFANTS ROOM #2	540 sq ft	665 sq ft
BOTTLE PREP.	20 sq ft	67 sq ft
DIAPERING	92 sq ft	67 sq ft
STROLLER STORAGE	98 sq ft	68 sq ft
TOTAL INTERIOR	7,660 sq ft	731 sq ft

Outdoor Areas

Area
INFANTS OUTDOOR PLAY
1,754 sq ft
PRESCHOOL OUTDOOR PLAY
48 sq ft
WADDLERS & TODDLERS OUTDOOR PLAY
1,200 sq ft
TOY STOR.
48 sq ft
TOTAL OUTDOOR
3,729 sq ft

TOTAL INTERIOR + OUTDOOR

11,389 sq ft



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Community Design Center

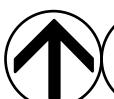
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Seattle Municipal Child Care Feasibility Study

Seattle Municipal Tower
Level 6
Option 1

30 August 2019

Project No. 19038F



1

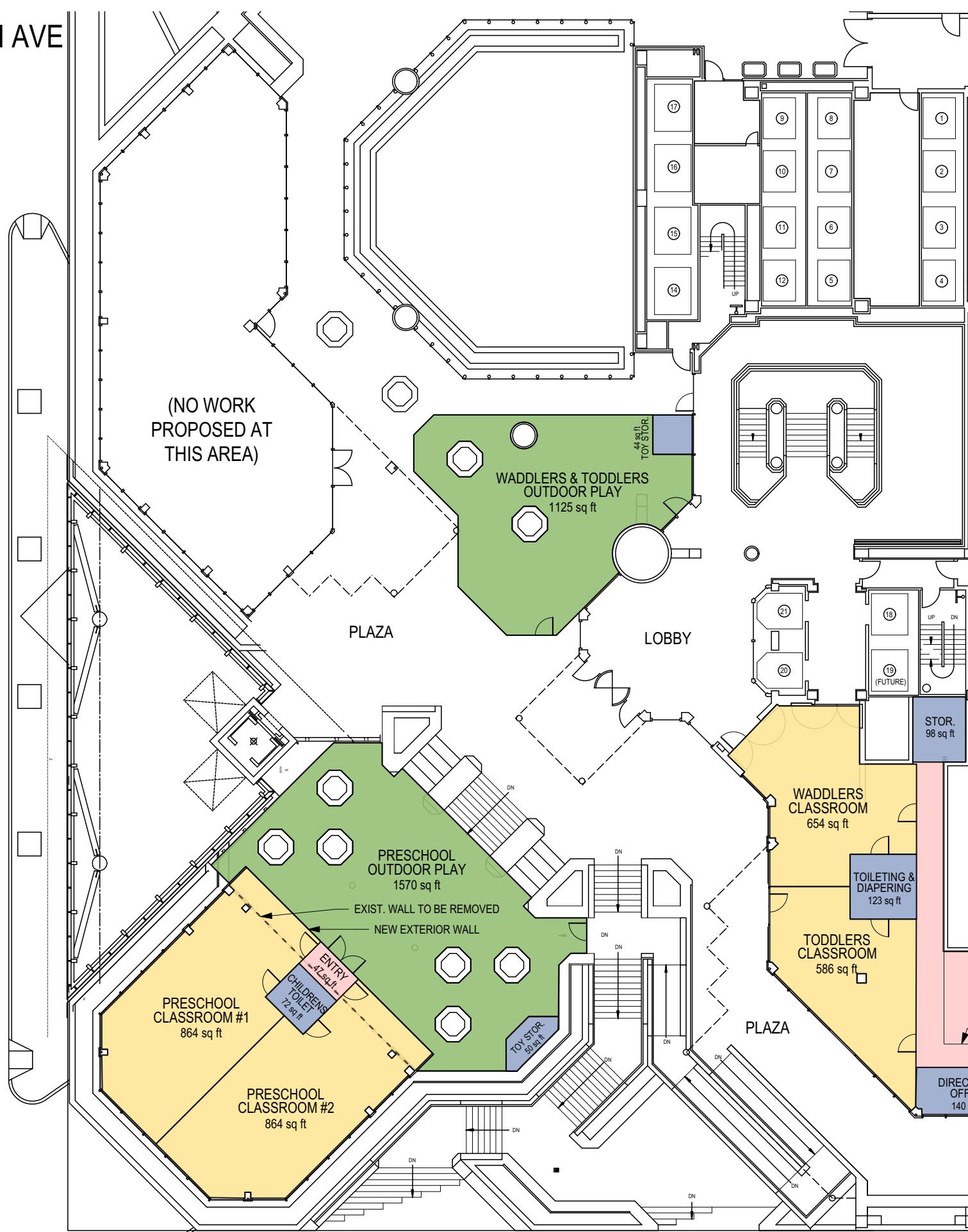
SMT 6 - Preliminary Option 1

Scale: 1:250

SMT 6

13

5TH AVE



Seattle Municipal Tower 6 - Option 2

Level 1 (5th Ave)

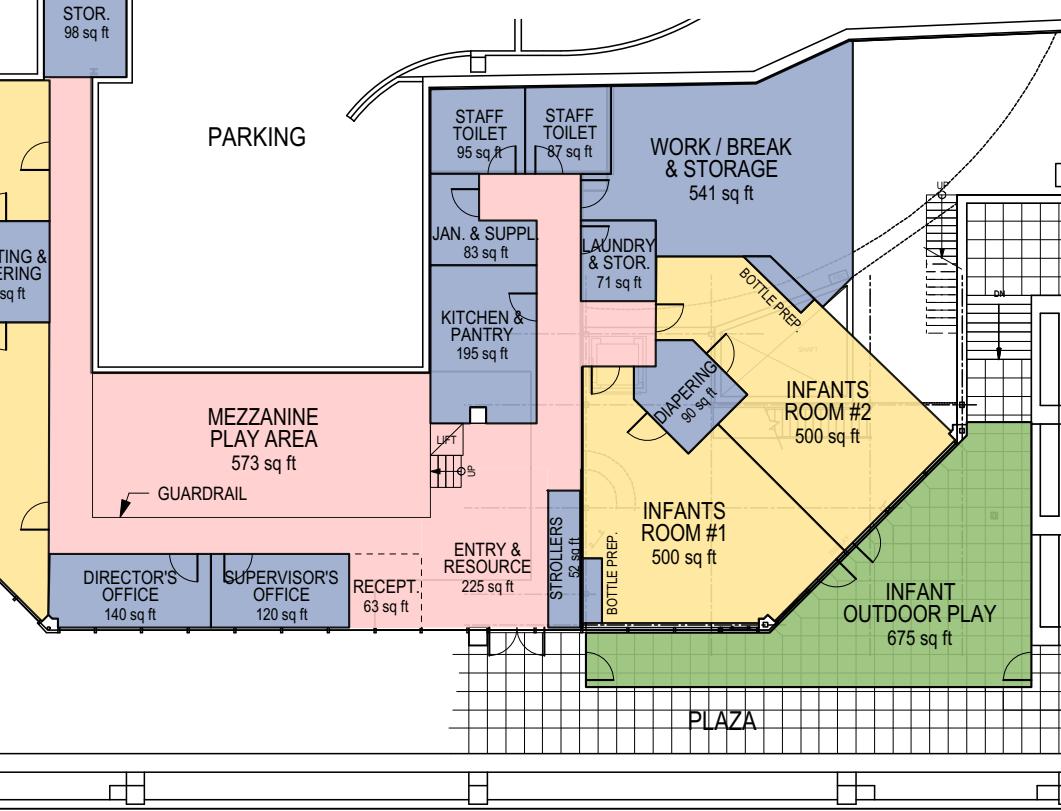
Room	Area	
ENTRY & RESOURCE	225 sq ft	TOILETING & DIAPERING
RECEPT.	63 sq ft	STOR.
SUPERVISOR'S OFFICE	120 sq ft	KITCHEN & PANTRY
DIRECTOR'S OFFICE	140 sq ft	JAN. & SUPPL.
MEZZANINE PLAY AREA	573 sq ft	LAUNDRY & STOR.
STROLLERS	52 sq ft	STAFF TOILET
INFANTS ROOM #1	500 sq ft	STAFF TOILET
BOTTLE PREP.	15 sq ft	WORK / BREAK & STORAGE
INFANTS ROOM #2	500 sq ft	CIRCULATION
BOTTLE PREP.	16 sq ft	CIRCULATION
DIAPERING	90 sq ft	ENTRY
TODDLERS CLASSROOM	586 sq ft	PRESCHOOL CLASSROOM #1
WADDLERS CLASSROOM	654 sq ft	PRESCHOOL CLASSROOM #2
		CHILDRENS TOILET
		TOTAL INTERIOR
		7,369 sq ft

Outdoor Areas

Area
INFANT OUTDOOR PLAY
1,570 sq ft
PRESCHOOL OUTDOOR PLAY
50 sq ft
WADDLERS & TODDLERS OUTDOOR PLAY
1,125 sq ft
TOY STOR.
44 sq ft
TOTAL OUTDOOR
3,463 sq ft

TOTAL INTERIOR + OUTDOOR

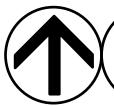
10,832 sq ft



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Seattle Municipal
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Study

Seattle Municipal Tower
Level 6
Option 2

30 August 2019
Project No. 1903F

1

SMT 6 - Preliminary Option 2

Scale: 1:250

SMT 6

14

COST ESTIMATE



August 12, 2019

Ms. Sally Knodell
Environmental Works
402 15th Avenue East
Seattle, WA 98112

Re: City of Seattle Child Care Facility – ROM Budgets

Dear Sally:

We are pleased to present our ROM (rough order of magnitude) budgets for the City of Seattle Child Care Facility. Our budgets are based on the two (2) page Preliminary Outline Specifications dated August 5, 2019 and the nine (9) page preliminary drawings dated August 5, 2019 showing the four (4) options under consideration. We anticipate construction durations of 5 months overall (+ or -).

Option #1: Seattle City Hall level one and level two ROM budget.

1. ROM (rough order of magnitude) 6647 SF space build out budget: \$2,466,037
2. Exterior play area 2882 SF ROM budget: \$ 518,760
3. Recommended 15% contingency for ROM budget at SD level: \$ 526,728
4. Recommended general contractor preconstruction budget to work with the architect/design team to build schedules, set budgets and material/finish selections: \$ 17,600
5. Recommended escalation for material cost at 5% per year (allowing one year before construction starts): \$ 185,743
6. Total Cost of All Above Listed Items (**excluding W.S.S.T. sales tax**): **\$3,714,868**

Option #2: Seattle City Hall level one ROM budget.

1. ROM (rough order of magnitude) 4500 SF space build out budget: \$1,669,500
2. Exterior play area 2888 SF ROM budget: \$ 519,840
3. Recommended 15% contingency for ROM budget at SD level: \$ 386,354
4. Recommended general contractor preconstruction budget to work with the architect/design team to build schedules, set budgets and material/finish selections: \$ 17,600
5. Recommended escalation for material cost at 5% per year (allowing one year before construction starts): \$ 136,489
6. Total Cost of All Above Listed Items (**excluding W.S.S.T. sales tax**): **\$2,729,783**

Seattle City Hall and Municipal Building ROM Budgets

Option #1: Seattle Municipal Building level six ROM budget:

1. ROM (rough order of magnitude) 7660 SF space build out budget: \$2,910,800
2. Exterior play area 3729 SF budget: \$ 671,220
3. Recommended 15% contingency for ROM budget at SD level: \$ 632,121
4. Recommended general contractor preconstruction budget to work with the architect/design team to build schedules, set budgets and material/finish selections: \$ 17,600
5. Recommended escalation for material cost at 5% per year (allowing one year before construction starts): \$ 222,723
6. Total Cost of All Above Listed Items (**excluding W.S.S.T. sales tax**): **\$4,454,464**

Option #2: Seattle Municipal Building level six Rom budget:

1. ROM (rough order of magnitude) 7369 SF space build out budget: \$2,800,220
2. Exterior play area 3463 SF budget: \$ 623,340
3. Recommended 15% contingency for ROM budget at SD level: \$ 604,157
4. Recommended general contractor preconstruction budget to work with the architect/design team to build schedules, set budgets and material/finish selections: \$ 17,600
5. Recommended escalation for material cost at 5% per year (allowing one year before construction starts): \$ 212,911
6. Total Cost of All Above Listed Items (**excluding W.S.S.T. sales tax**): **\$4,258,228**

General Clarifications and Assumptions:

1. Excludes Architecture, engineering, building permits and fees. We are assuming that engineering/design for the MEP's (mechanical, electrical and plumbing) will be performed by a mechanical/electrical design firm (no design build).
2. Excludes relocating of personnel, furnishings and infrastructure from the existing spaces to the new spaces for relocated employees. The client should carry a budget for this scope of work.
3. Anticipates commercial prevailing wage and difficulty factor for the downtown location.

Sincerely,

Jim Bray

Senior Project Manager – Special Projects Group

CC: File

APPENDIX

18 - 23	City Campus Walkthrough Summary
24 - 29	Floor Plan Diagrams of Spaces Under Consideration
30	Preliminary Land Use Code Analysis
31 - 35	Preliminary Building Code Analysis
36	Summary of Primary Relevant Child Care Licensing Regulations

CITY CAMPUS WALKTHROUGH SUMMARY



Jenny A. Durkan, Mayor

Dwane Chappelle, Director

July 2019 City Campus Child Care Walkthrough: Summary

The Seattle Department of Education and Early Learning (DEEL), in collaboration with the Mayor's Office, the City Budget Office (CBO), Finance and Administrative Services (FAS), and the Human Services Department (HSD), has been charged with responding to the Seattle City Council Child Care Center SLI 12-5-A-2.

Recap of Q2 Update:

- Environmental Works has been selected as the architectural firm that will conduct the feasibility analyses and produce conceptual designs.
- Environmental Works will subcontract with W. G. Clark Construction Company to do conceptual level cost estimating for the selected spaces.
- Diana Bender has been selected to develop a pro forma operating budget based on the options identified in the feasibility studies.

Overview

On July 3, 2019, architects from Environmental Works Community Design Center (EW) toured spaces in the Seattle Municipal Tower and City Hall with City staff to assess which spaces may be feasible for use as a child care center.

- Beginning the week of July 15, EW will draft up to three options for the placement of a child care center on the City campus. These are conceptual-level designs. They are intended to answer the question, *“Would it be possible to convert these spaces for use as a licensed child care center?”*
- EW will partner with W.G. Clark, who will provide a conceptual level cost estimate for the proposed renovations.
- As part of this project, another consultant will develop a financial model that will allow the City to project the cost of high-quality care in child care centers of various sizes.

The purpose of these activities is to support Mayoral and Council decision-making and budgeting. If the Mayor and Seattle City Council decide to move forward with this project, the next steps include procurement of a child care provider, facility design, permitting, construction, and licensing. Early projections indicate that the earliest, realistic opening for a child care center is 2022.

Participants

Name	Organization	Role
Sally Knodell	Environmental Works	Director of Architecture for Community Facilities
Markus Barrera-Kolb	Environmental Works	Project Manager
Jim Bray	W. G. Clark	Senior Project Manager Special Projects Group
David Kunselman	Seattle Department of Finance and Administrative Services	Deputy Director, Capital Development & Construction Management
Jason Phillips	Seattle Department of Finance and Administrative Services	Property Manager, Facility Operations
Ken Astrein	Seattle Human Services Department	Senior Community Development Specialist
Monica Liang-Aguirre	Seattle Department of Education and Early Learning	Director of Early Learning
Leilani Dela Cruz	Seattle Department of Education and Early Learning	Manager of Early Learning Operations
Erica Johnson	Seattle Department of Education and Early Learning	Sr. Policy Advisor for Early Learning
Noy Sivongxay	Seattle Department of Education and Early Learning	Education Specialist, former licensor for the State

Spaces toured

- Seattle Municipal Tower, Floor 14 (formerly the gym)
- Seattle Municipal Tower, Floor 6 (arts storage space, restaurant spaces, and plaza)
- City Hall, Floor 1 (unfinished space north of the coffee cart, customer service bureau, upper plaza)
- City Hall, LL1 (Red room, shelter, retail space)
- City Hall, LL2 (Boards and Commission room, Ombud's office, janitorial office, bulk supply and equipment room)

Due to the highly public nature of both buildings, care and consideration for the safety and security of young children on site for early care and learning will be paramount.

Summary of Preliminary Assessment

Location	Staff parking available?	Load and unload spaces available?	Outdoor play space and fencing possible?	Sufficient natural light?	Plumbing available?	Displacing other tenants?	Recommended for additional feasibility analysis?
SMT 6	Yes	Yes	Yes	Yes	Yes	Yes	Yes
SMT 14	Yes	Yes	Yes	Yes	Yes	Yes	Pending
CH 1	Maybe	Maybe	Yes	Yes	Yes	Yes	Yes
CH LL1	Maybe	Maybe	Yes	No	Yes	Yes	No
CH LL2	Maybe	Maybe	Yes	No	Yes	Yes	Yes

Please Note: On-site parking (whether for staff or for load/unload) is not required for either site per the Seattle Land Use Code. Providing parking for staff, or for parents dropping off or picking up children, may be advisable for optimal operations.

Detail of Preliminary Assessment

Seattle Municipal Tower

- Staff parking could be reserved in the parking garage
- Load and unload space available along curb on west side of 6th Avenue (would need to be dedicated to child care at certain times of day)

SMT 6 (Plaza and restaurant areas)

Benefits:

- Level of exit discharge (a building code criteria) is at grade for optimal egress compliance without need for elevator exiting; also convenient for drop-off and pick-up
- Plumbing available
- Daylight available
- Fenced outdoor play space viable on the 6th floor plaza (near current location of Chew Chews restaurant)
- A covered outdoor space would be available if current Chew Chew's restaurant location is reconfigured

Considerations:

- Both restaurant tenants would be displaced which would be a loss of revenue for the City
- Outdoor space on plaza would no longer be available to SMT tenants

- Change of use would require a land use process to vacate required street level retail (unclear if child care would meet requirement)
- Crossing 'public' walkway (under overhang) to gain access to children's outdoor play area at plaza is not considered optimal

Unknown:

- Arts storage space may need to be relocated
- Construction may require access to the vehicular ramp to the highway I-5 express lanes that runs under the plaza; given vehicular express lanes are typically closed for certain hours every day, this seems viable

SMT 14 (Old gym area)

The viability of this space was considered in a previous feasibility study of the same purpose as this report, approximately 4 years ago. At that time, the WA State Fire Marshal and child care licensing staff stated that the space was not licensable because the emergency exit path included travel down 8 flights of stairs to the level of exit discharge at 6th Avenue. The concern is that, in the event of an emergency, staff's capacity to provide exiting assistance to vulnerable populations (the children, especially infants) is not adequate due to the limited ratio of typical number of staff to typical number of children.

For this investigation, the question about the viability of SMT 14 for licensed child care was re-opened, to verify and update the feasibility of this location, as relates to child care licensing criteria. Child care licensing staff indicated that further discussions, including a Feasibility Site Visit, are needed for them to provide their determination on the acceptability of the exit path, and possible other concerns. This Site Visit has been scheduled for September 26 and will include discussion regarding whether or not Occupant Evacuation Elevator(s) would be considered acceptable means of egress in case of emergency. Parents' perceptions of this location for child care should also be considered. Lastly, WA State child care licensing staff (DCYF) are aware that urban child care centers are needed. They are considering how they can support that need, which inevitably includes considerations around child care centers that are not located at the level of exit discharge.

The viability of SMT 14, as results from the above coordination with DCYF, will be provided as soon as possible.

Benefits

- Outdoor play space/pavilion possible in the former pool area
- Natural light, large windows, high ceilings
- Plumbing available
- Isolated from the tower; has separate elevator

Considerations

- Mechanical system was designed to keep the space cool (for a gym); would need to be revamped to keep children warm in the winter

Unknown

- State licensor may require uncovered outdoor play space; unclear if that is possible
 - The roof may be subject to too much particulate matter from highway; stairs to roof may also be a problem, as well as large mechanical equipment and structural supports for this equipment on the roof that either would not be able to be relocated, or would be very costly to relocate
 - Unclear how much of the pool space could be opened for outdoor play space due to mechanical equipment and cost

City Hall

- Changes to the building's envelope or outdoor space would need to be approved by the Design Commission
- Renovations to City Hall spaces are projected to be more expensive per square foot than the SMT
- Outdoor play space would be possible by converting and fencing a large section of the upper level plaza; the fence would need a high level of finish and Design Commission approval
- It's unclear where dedicated staff parking, if needed/ desired, could be located. The entry/exit for the ADA garage/public parking garage is challenging due to steep slopes and traffic.
- It is unclear where load and unload parking spaces could be located. There are spaces that could be reserved for this purpose next to the Columbia Tower, but licensing may not approve street crossing. The street lanes adjacent to the building are currently traffic lanes.
- Due to apparent space limitations, child care spaces may need to be located on separate levels of the building

Floor 1 (Coffee cart and storage area)

Benefits

- At level of exit discharge for egress compliance
- Natural light available

- Plumbing and a kitchen space is available

Considerations

- The finish floor level would need to be elevated by installing finish flooring material over existing, unfinished substrate
- The kitchen space for the coffee cart (and maybe the coffee cart itself) would need to be relocated

Unknown

- The coffee cart, the customer service bureau, and possibly the public restrooms may need to be relocated

LL1 (Red Room Vestibule, Bagel Shop and Shelter Area)

Benefits

- Natural light could be available at Vestibule only; limited natural light available at Bagel Shop area

Considerations

- The red panels at the Red Room would need to be replaced with an energy code compliant wall/glazing assembly; even if they are replaced, this space does not offer adequate natural light
- Even with new clear glazing installed where existing red panels are located, and clear glazing relites installed at the non-concrete wall between Shelter Area and Red Room, the Shelter Area would not receive adequate natural light for licensed child care. It is assumed that replacing the concrete wall supporting the exterior Grand Stair with a steel column-and-beam assembly is cost prohibitive when alternate spaces are available for consideration.

Unknown

- The shelter, the bagel shop, and Operation Sack Lunch may need to be displaced

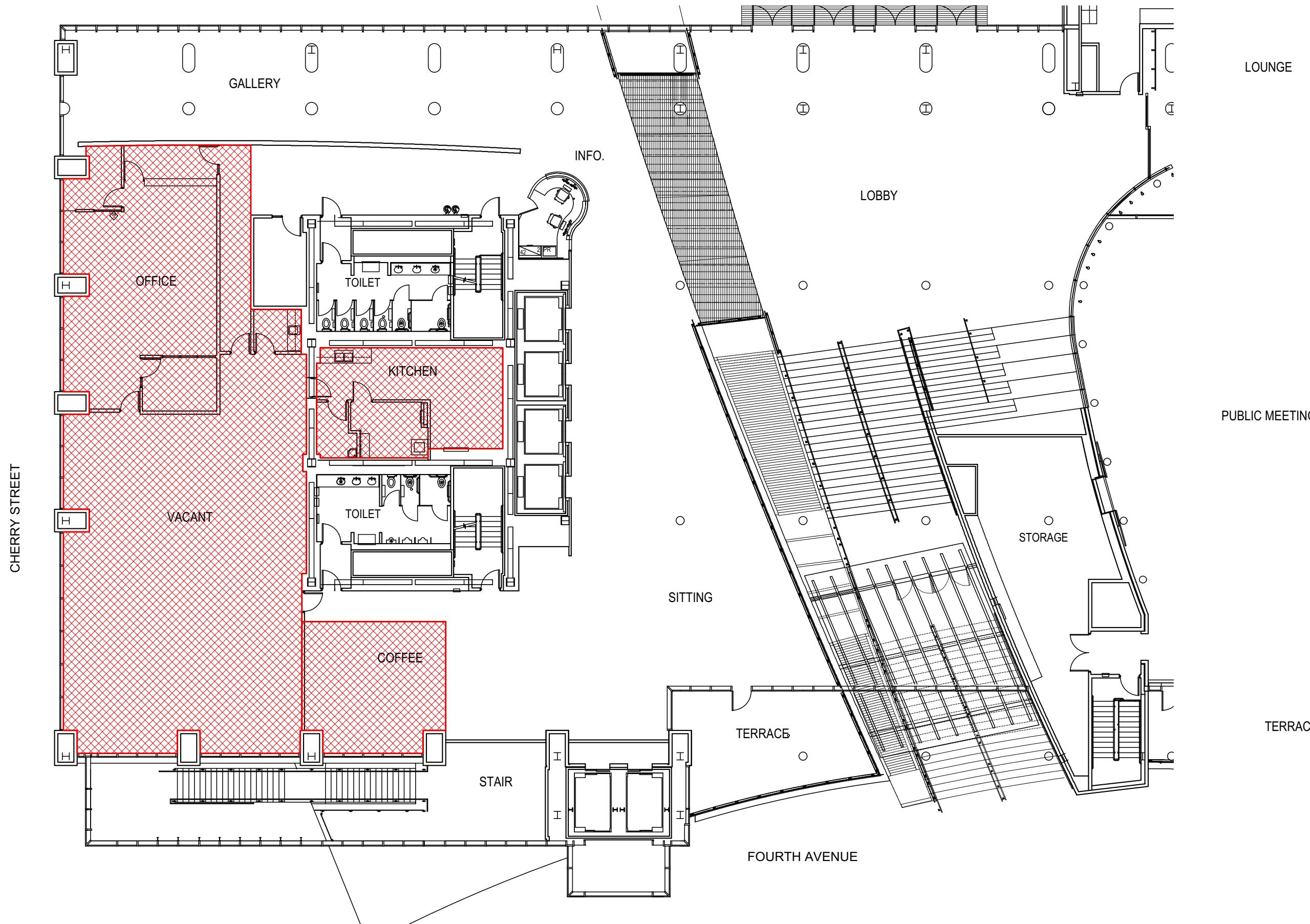
LL2 (Board and Commissions area; Janitor Staff Break and Storage Rooms)

Benefits

- The space is on the same level as the garage, should the garage be deemed acceptable for either staff parking or load/unload parking spaces.
- There is access to plumbing (bathroom and water)

FLOOR PLAN DIAGRAMS OF SPACES UNDER CONSIDERATION

6	SCH 1 - Available Space
7	SCH L2 - Available Space
8	SCH L1 - Available Space
9	SMT 6 - Available Space
10	SMT 14 - Available Space

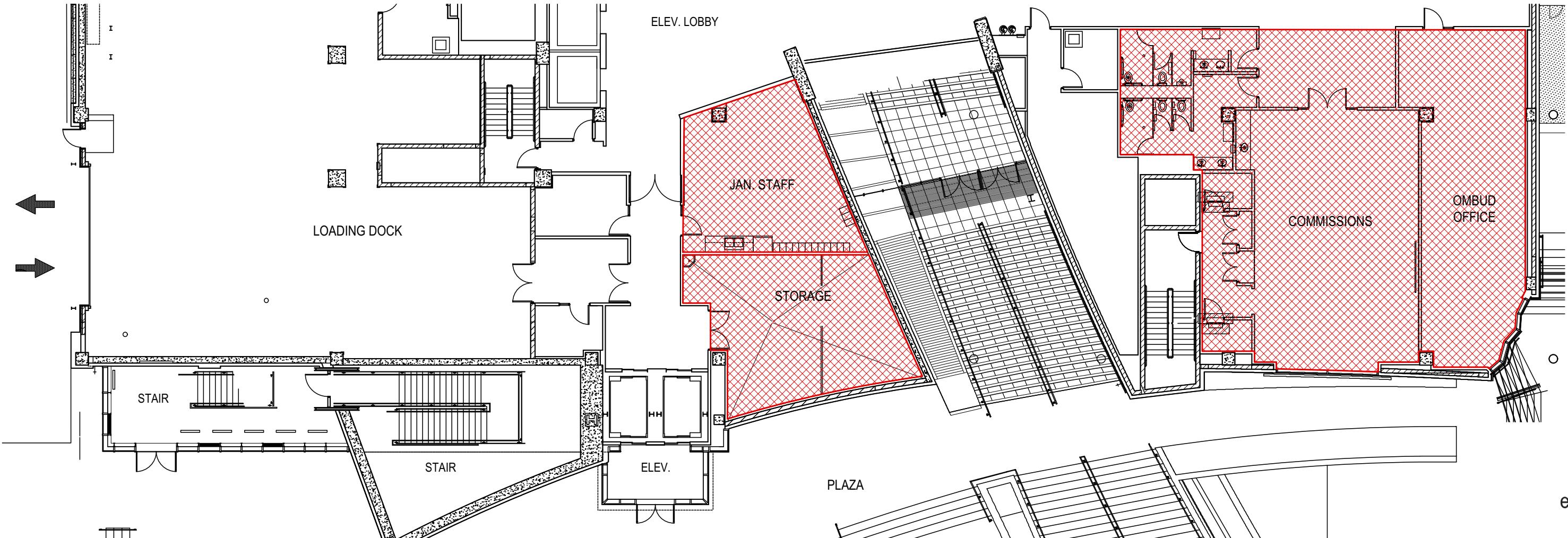


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**Seattle Municipal
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Spaces Under Consideration

30 August 2019
Project No. 1903F



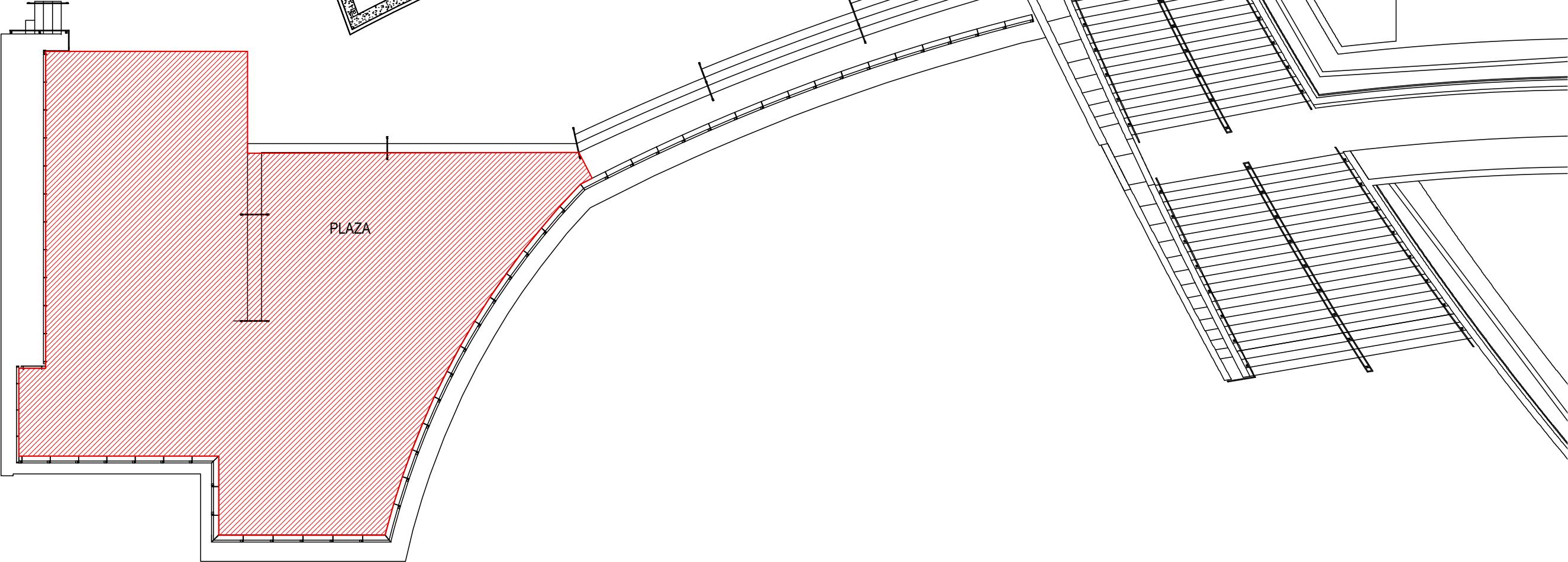
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Spaces Under Consideration

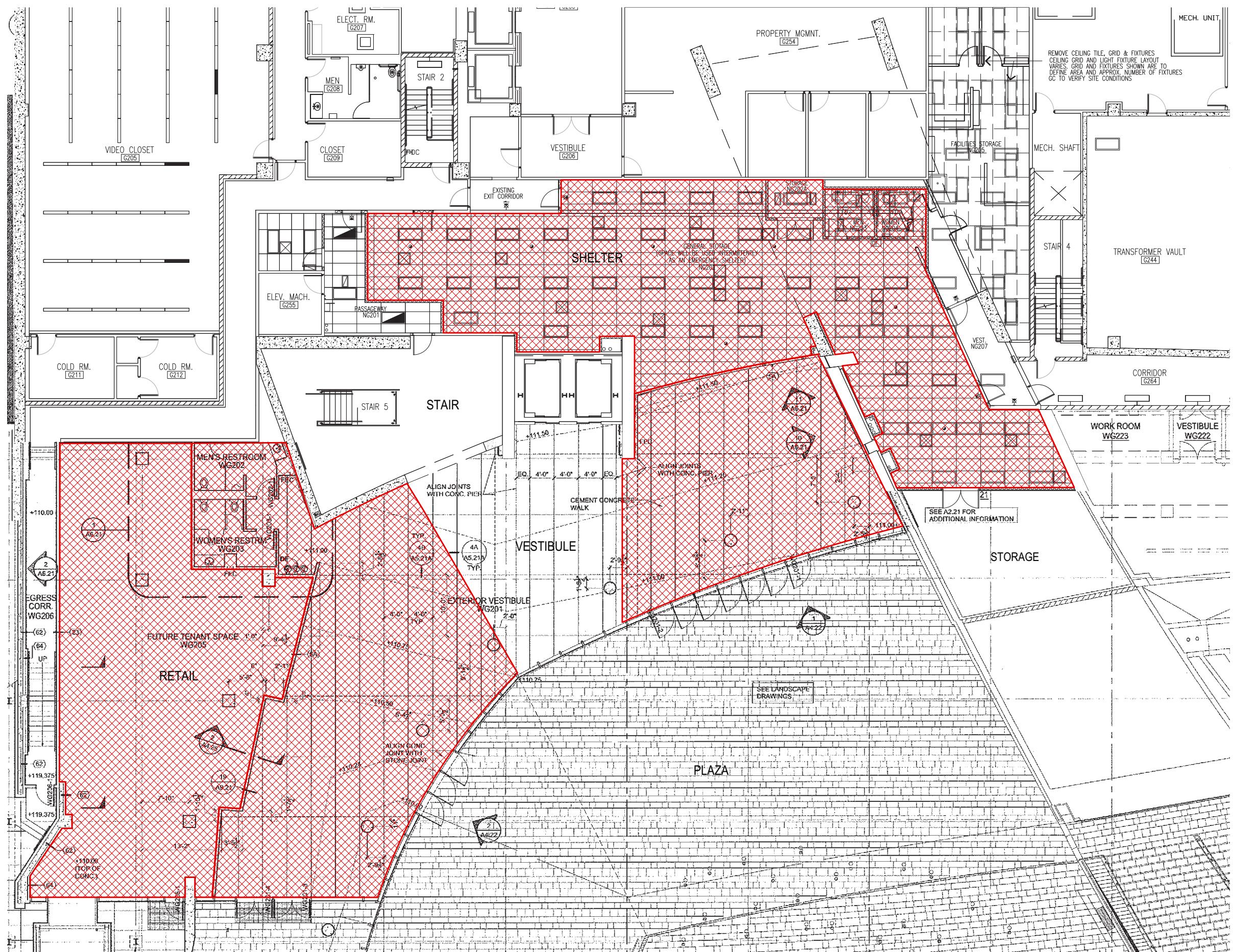


SCH L2

Scale: 1/16" = 1'-0"

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SCH L2



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Seattle Municipal Child Care Feasibility Study

Spaces Under Consideration

30 August 2019

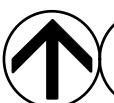
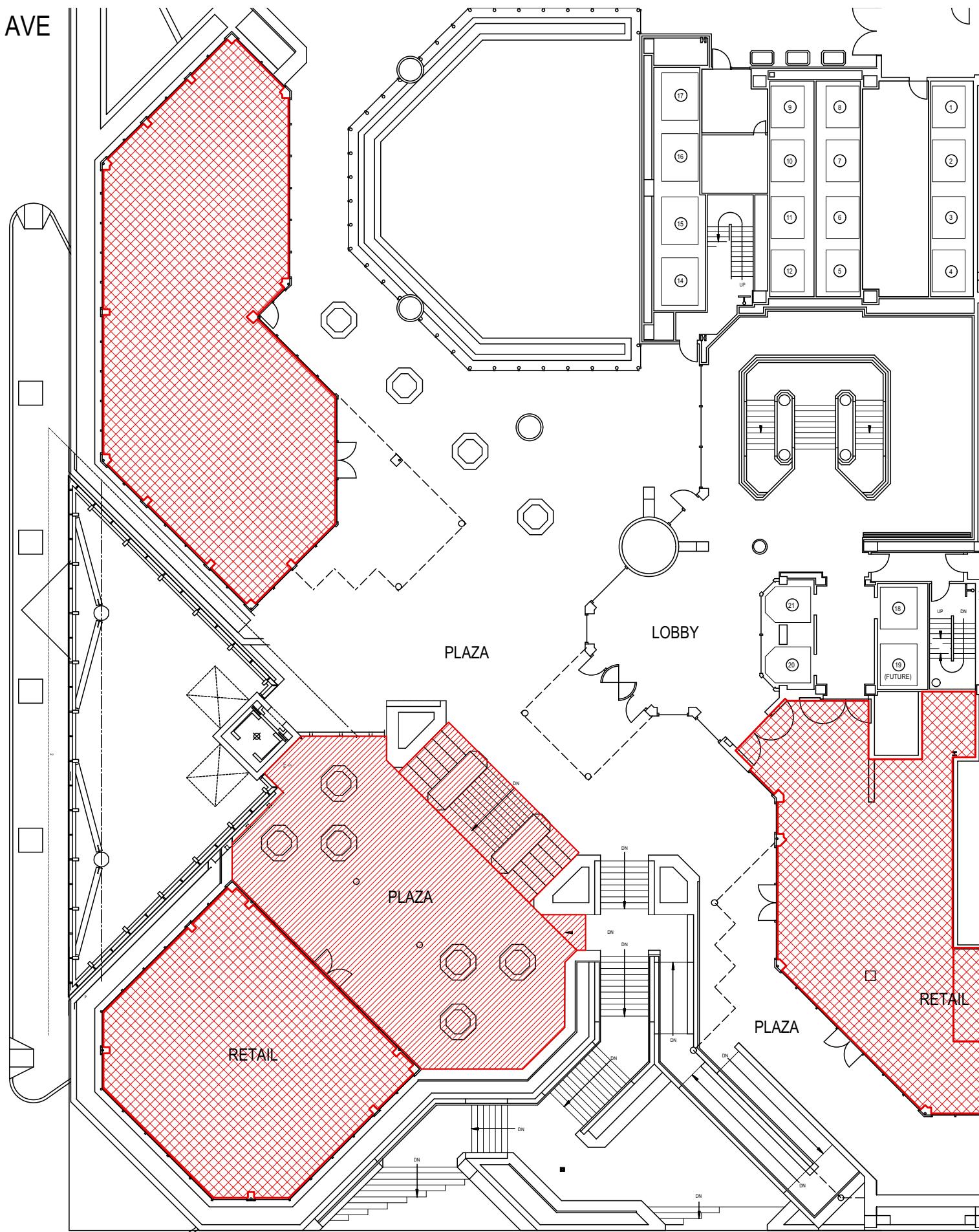
Project No. 19038F

SCH L1 - Available Space

Scale: 1/16" = 1'-0"

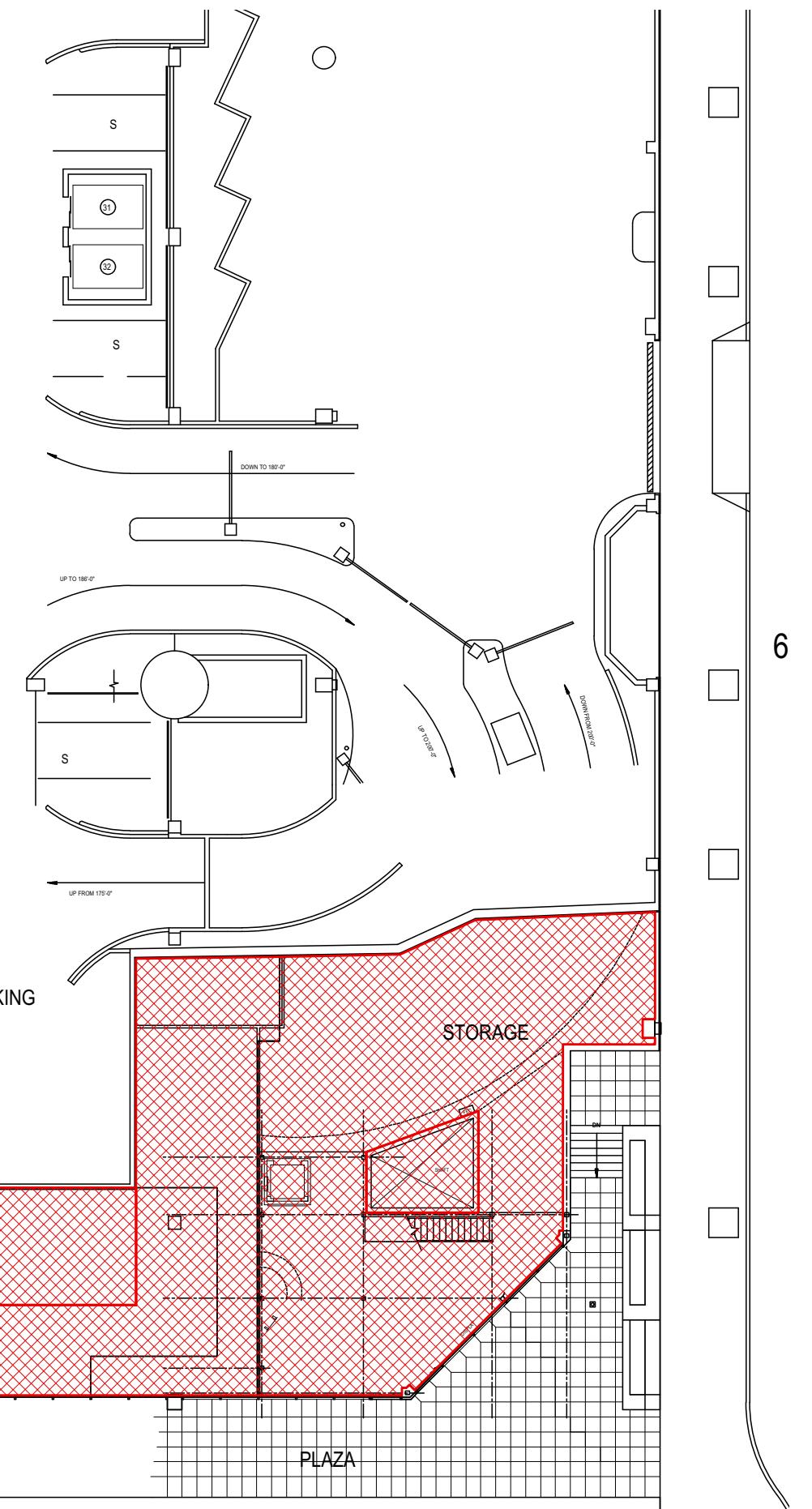
SCH L1

5TH AVE



SMT 6

Scale: 1:250



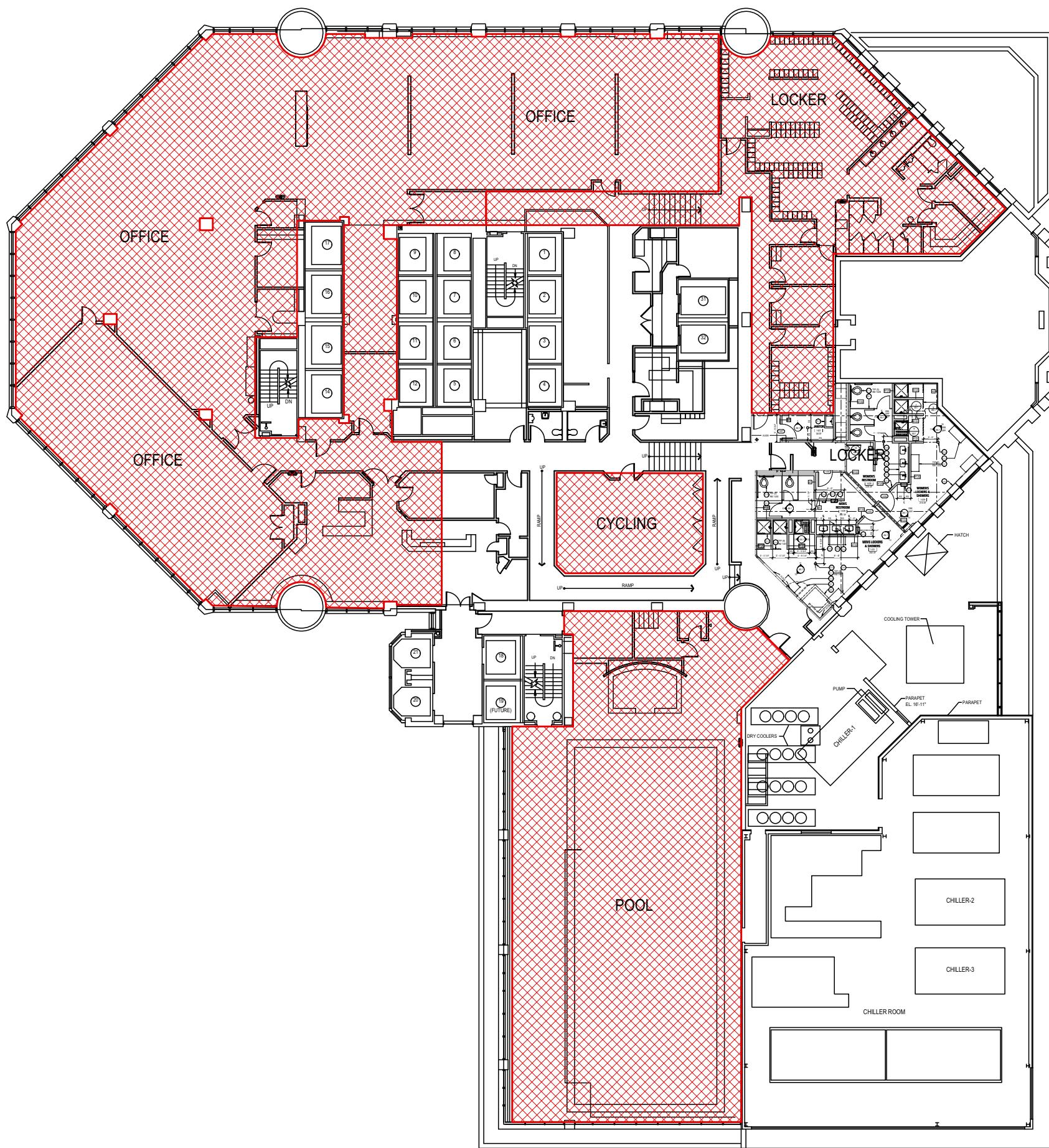
Seattle Municipal Child Care Feasibility Study

Spaces Under Consideration

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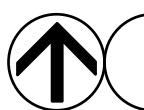
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Seattle Municipal Child Care Feasibility Study

Spaces Under Consideration

30 August 2019
Project No. 19038F



SMT 14 - Available Space

Scale: 1:300

SMT 14

PRELIMINARY LAND USE CODE ANALYSIS

Seattle Land Use Code (Version 9 July 2019)

Zoning: Downtown Office Core 1 (DOC1) U/450-U (Seattle Municipal Tower and Seattle City Hall)
Downtown Fire District Overlay
Parking Flexibility Area

CHAPTER 23.49 DOWNTOWN ZONING

23.49.008 **Structure Height.** No changes proposed at either location.

23.49.009 **Street-level use requirements:** (per [Map 1G](#) this requirement does not apply to either site)

Note: While the above requirement for street level uses does not apply to either of the sites under consideration, it is possible that other Land Use Code provisions, such as Bonus Development conditions related to Downtown Amenity Standards, may apply. Further analysis is warranted.

23.49.011 **Floor area ratio (FAR)**
Allowed: Base FAR for DOC1: 6
Max. FAR for DOC1: 21

Note: It is assumed that SCH (FAR approx. 3.4) is well below the base FAR allowed in the current code (FAR 6) and that this code section has no bearing on a possible child care center at SCH. However, based on information available to EW, SMT has a FAR in excess of 16. To comply under the current code, SMT would need to qualify for bonus floor area. More detailed code analysis would be required to determine whether the SMT design options for the child care center would increase any existing non-conformity of the FAR.

23.49.012 **Bonus floor area for voluntary agreements for housing and child care.**
Allowed (23.49.012.B.2): for each sf of bonus floor area, fully improved child care facility space sufficient for 0.000127 of a child care slot shall be provided. This may offset potential losses of FAR bonus due to elimination of existing amenities. More detailed code analysis is required.

23.49.013 **Bonus floor area for amenities.**
Existing FAR bonus amenities may be lost due to proposed child care center development at SMT, including public open space. More detailed code analysis is required.

23.49.019 **Parking quantity, location, and access requirements:**
A. 1. No parking, either long-term or short-term, is required for uses on lots in Downtown zone.
c. Bicycle parking is required as specified in subsection 23.54.015.K.

Please note: While providing on-site parking spaces is not required by the Seattle Land Use Code, providing staff and/or load/unload parking spaces (for parents dropping off and picking up children with their vehicles) may be advisable from an operations standpoint.

PRELIMINARY BUILDING CODE ANALYSIS

Preliminary Seattle Building Code Analysis

City of Seattle Child Care Campus Feasibility Study

2015 Seattle Building Code (SBC)

Note: The scope of work of this Feasibility Report allows for preliminary code analyses which endeavor to globally address all sites under consideration. More site specific code analysis will be required for the selected site should this project move forward.

SMT = Seattle Municipal Tower

SCH = Seattle City Hall

DCYF = WA State Dept. of Children, Youth and Family Services

CHAPTER 3 – OCCUPANCY CLASSIFICATION

Existing Occupancy Group Types of the spaces under consideration include primarily Group A-2 (Restaurants) and Group B (Offices).

The remodeling of existing spaces into child care spaces will include a Change of Use. It is assumed that the code compliance methodology pursued will be the Prescriptive Path of the Seattle Existing Building Code, in which case compliance with the Seattle Building Code will be needed, and is the approach taken in this analysis.

Proposed Occupancy Types at Child Care Spaces:

Group B, Business (offices)

Group E, Day care facilities (generally applies to children 2 1/2 & older)

Group I-4, Day care facilities (generally applies to children 2 1/2 & younger)

Group S-1, Moderate-hazard storage

CHAPTER 4 – SPECIAL DETAILED REQUIREMENTS BASED ON USE AND OCCUPANCY

403 High-Rise Buildings

No changes are proposed that involve the criteria stated in Construction (403.2), Automatic Sprinkler System (403.3), Emergency Systems (403.4), Means of Egress and Evacuation (403.5) or Elevators (403.6).

WA State Foundational Quality Standards for Early Learning Programs (child care licensing requirements; WAC 110-300) will require an Emergency Preparedness Plan, typically prepared by the child care center operator. In this instance, the next phase of feasibility investigations must include consultation with DCYF staff to ensure emergency exiting is acceptable and licensable.

403.6.2 Occupant evacuation elevators.

Should WA State Child Care Licensing staff not eliminate SMT 14 from consideration, a more thorough review of code requirements regarding elevator(s) as part of the exiting code compliant path for egress from the building will be warranted. A Feasibility Site Visit with DCYF staff has been scheduled for September 16th 2019 .

CHAPTER 5 – GENERAL BUILDING HEIGHTS AND AREAS

Sec. 504.2 Mixed occupancy. In a building containing mixed occupancies in accordance with Section 508, no individual occupancy shall exceed the height and number of story limits specified in this section for the applicable occupancies.

Table 504.3 Allowable Building Height in Feet Above Grade Plane
(For buildings equipped throughout with an automatic sprinkler system per Sec. 903.3.1.1)

OCC. GROUP	TYPE OF CONSTRUCTION	
	TYPE IA (SMT)	TYPE IB* (SCH)
B, E, S-1	UNLIMITED	180 FT.
I-4	UNLIMITED	180 FT.

* Note: Information provided by CoS FAS indicates SCH as Type II-FR Construction. Verification of the equivalent current Construction Type (IB) relative to current code is warranted.

From information provided by City of Seattle FAS, the Seattle City Hall existing building height is well below the allowed 180 Ft. for the existing Construction Type.

Table 504.4 Allowable No. of Stories Above Grade Plane
(For buildings equipped throughout with an automatic sprinkler system per Sec. 903.3.1.1)

OCC. GROUP	TYPE OF CONSTRUCTION	
	TYPE IA (SMT)	TYPE IB* (SCH)
B	UNLIMITED	12 STORIES
E	UNLIMITED	6 STORIES
I-4	UNLIMITED	6 STORIES
S-1	UNLIMITED	12 STORIES

* Note: Information provided by CoS FAS indicates SCH as Type II-FR Construction. Verification of the equivalent current Construction Type (IB) relative to current code is warranted.

Further analysis to verify the existing Number of Stories Above Grade Plane at SCH is warranted. Preliminary observations indicate there are 7 stories above Grade Plane, in which case a Mixed Use Nonseparated Uses approach to code compliance would not be viable, given the most restrictive allowable number of Stories is 6. Occupancy Separations would potentially be required.

Sec. 505 Mezzanines

Note: Should the existing Mezzanine in the 'Art Storage' area of SMT 6 be retained, this should have no implications in terms of code compliance as the code allows Unlimited number of Stories and Unlimited Area for buildings of Type IA Construction. Means of Egress should be considered to ensure code compliance for exiting due to occupant load.

Table 506.2 Allowable Area Factor in Square Feet
(For buildings two or more stories above grade plane equipped throughout with an automatic sprinkler system per Section 903.3.1.1)

OCC. GROUP	TYPE OF CONSTRUCTION	
	TYPE IA (SMT)	TYPE IB* (SCH)
B	UNLIMITED	UNLIMITED
E	UNLIMITED	UNLIMITED
I-4	UNLIMITED	181,500 SF
S-1	UNLIMITED	144,000 SF

Note: these areas do not include possible frontage increases per 506.3

* Note: Information provided by CoS FAS indicates SCH as Type II-FR Construction. Verification of the equivalent current Construction Type (IB) relative to current code is warranted.

The largest floor plate area of the Seattle City Hall building is well below the tabular value of 181,500 SF. Preliminary observations indicate compliance is attainable, but must be documented by way of the calculations required in SBC 506.2.4.

Table 508.4

Required Separation of Occupancies

If further analysis indicates that a 'Mixed Use – Nonseparated Uses' approach to code compliance for SCH is not viable due to number of Stories Above Grade Plane, Occupancy Separations will likely be required, as follows:

(For buildings equipped throughout with an automatic sprinkler system per Section 903.3.1.1)

OCCUPANCY TYPE	REQ'D. SEPARATION (HR.S of Fire Resistive Construction)			
	A	B	S1	S2
GROUP E	N	1	1	N
GROUP I-4	1	1	1	1

N = No Separation Requirement

The table above is a limited representation of Table 508.4 with assumptions regarding Occupancy Types in spaces adjacent to possible future child care spaces. Further analysis is warranted, however, for sprinklered buildings, the most rigorous Fire-Resistive Rating required between Groups E & I-4 Occupancies and other Occupancy Types (assuming there are no Group H, Hazardous Occupancies in either building) is a 1 Hr. Fire-Resistive construction.

CHAPTER 6 – TYPES OF CONSTRUCTION

Table 601

Fire Resistance Rating for Building Elements (Constr. Types 1A & 1B)

Assumed: No modifications to the Primary Structural Frame or any Bearing Walls would be proposed.

Modifications to existing roof deck construction to allow for Outdoor Play Areas with adequate safety surfacing must comply with Fire-Resistance Rating requirements as indicated in Table 601, i.e. 2 Hr. F.R. Rating at Floor construction and associated secondary members and 1 ½ Hr. F.R. Rating (SMT) or 1 Hr. F.R. Rating (SCH) at Roof construction and associated secondary members.

Table 602

Fire Resistance Rating for Ext. Walls Based on FSD (Constr. Types 1A & 1B)

FSD ('X') Group E & I Occupancies

X < 5'	1 Hr. F.R. Rating
5' ≤ X < 10'	1 Hr. F.R. Rating
10' ≥ X < 30'	1 Hr. F.R. Rating
X ≥ 30'	0 Hr. F.R. Rating (Non-rated)

FSD = Fire Separation Distance

CHAPTER 7 – FIRE AND SMOKE PROTECTION FEATURES

Table 705.8

Maximum Area of Exterior Wall Openings

The Preliminary Floor Plan Options do not propose modifications to existing exterior walls that would be subject to this code provision.

CHAPTER 9 – FIRE PROTECTION SYSTEMS

Seattle Municipal Tower (SMT) and Seattle City Hall (SCH) are equipped with automatic sprinkler systems compliant with SBC 903.3.1.1 NFPA 13.

Sec. 907	Fire Alarm and Detection Systems A manual fire alarm system will be required if the occupant load is 51 or greater. An emergency voice/alarm communication system will be required if the occupant load is 101 or greater. The Fire Alarm systems of both existing buildings will need to be modified to allow for the proposed Groups E & I-4 Occupancies.
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CHAPTER 10 – MEANS OF EGRESS

Table 1004.1.2 Occupant Load Factors

Day Care: 35 sf per child (net)
Business areas: 130 sf per occupant (gross, with sprinkler protection)
Kitchens, commercial: 200 sf per occupant (gross)
Accessory storage areas, mechanical equip. room: 300 sf per occupant (gross)

Table 1006.2.1 Spaces With One Exit or Exit Access Doorway (with sprinkler system)

Group E Occupancy: single exit permitted for occ. load \leq 49 & travel distance of \leq 75 ft.
Group I-4 Occupancy: single exit permitted for occ. load \leq 10 & travel distance of \leq 75 ft.
Group B Occupancy: single exit permitted for occ. load \leq 49 & travel distance of \leq 100 ft.

Sec. 1006.2.2.4 Day care means of egress. Day care facilities, rooms or spaces where care is provided for more than 10 children that are 2 1/2 years of age or less, shall have access to not less than two exits or exit access doorways.

1007.1.1 Two exits or exit access doorways.

Exception 2: Where a building is equipped throughout with an automatic sprinkler system (per 903.3.1.1. or 903.3.1.2), the separation distance between exits shall be not less than one-third of the maximum overall diagonal dimension of the area served.

1009.5 Platform lifts. Platform lifts may serve as part of an accessible means of egress where allowed as a required accessible route in Section 1109.8. A legally required standby power system shall be provided in accordance with Chapter 27.

1010.1.2.1 Direction of door swing. Doors shall swing in the direction of egress travel where serving a room or area with an occupant load of \geq 50 persons.

1011.2 Stairway Width - Exception 1: Stairways serving an occupant load of less than 50 shall have a width of not less than 36 inches (914 mm).

1016.2 (2) Egress through intervening spaces. Egress from a room or space shall not pass through adjoining or intervening rooms or areas, except where these and the area served are accessory to one or the other and provide a discernible path of egress travel to an exit.

Table 1017.2 Exit Travel Distance (with sprinkler system)

Group E Occupancy: 250 ft
Group B Occupancy: 300 ft
Group I-4 Occupancy: 200 ft

Note: Child Care Licensing approval of an emergency exiting plan for Infants is warranted. While this issue is not specifically addressed in either the SBC or the child care licensing regulations, exiting Infants in an evacuation crib (along a path that does not include any stairs/risers) is strongly preferred, if not informally required, by DCYF. The question of how many exits without stairs/ risers will be required should be confirmed. If the infant occupant load is 10 or less, ostensibly only 1 exit at grade (without any steps/risers), would be code compliant.

CHAPTER 11 – ACCESSIBILITY

Full compliance with ANSI A117.1 – 2009 (ADA) requirements, including building components requirements for children's use, is anticipated.

CHAPTER 29 – PLUMBING SYSTEMS

Quantities of plumbing fixtures for child care centers are predominantly governed by the WA State Minimum Licensing Requirements for Child Care Centers. Cost estimating for this feasibility study includes child care licensing required quantities of plumbing fixtures.

Adult (child care staff) fixture quantities provided in existing toilet rooms are assumed to be code compliant due to the fact that there is no new net increase in occupant loads.

End of Preliminary Building Code Analysis

SUMMARY OF PRIMARY RELEVANT CHILD CARE LICENSING REGULATIONS

The Washington State child care licensing requirements are titled “Foundational Quality Standards for Early Learning Programs” and are contained within the Washington Administrative Code, Chapter 110-300.

Basic facility related licensing requirements are as follows:

- “An early learning provider must keep indoor and outdoor early learning program space, materials, and equipment free from hazards and in safe working condition.” (110-300-0165)
- Classrooms are sized based on current industry understandings around ‘activity area’ (Square Feet - SF) per child needed for a developmentally appropriate early learning environment. Licensing requirements for activity area are considered the minimum. This project assumes a higher quality standard than the minimums allowed.
 - 35 SF are required by licensing for Waddlers, Toddlers and Pre-school age children; this project assumes 40 SF per child.
 - 50 SF are required by licensing for Infants; this project assumes 55 SF per infant.
- Child care licensing also regulates the maximum number of children that can be enrolled in any one classroom, based on age, as follows:
 - Preschoolers: 20 children max. (Staff to Children Ratio of 1:10; 2 teachers min.)
 - Waddlers/Toddlers: either 14 children (Staff to Children Ratio of 1:7; 2 teachers min.) or 15 children (Staff to Children Ratio of 1:5; 3 teachers min.)
 - Infants: either 8 children (Staff to Children Ratio of 1:4; 2 teachers min.) or 9 children (Staff to Children Ratio of 1:3; 3 teachers min.)
- Child care center capacity is also governed by quantity of plumbing fixtures available for children’s use, as follows:
 - One working flush toilet is required for every 15 children and staff. (Dedicated adult toilet rooms are typically provided in locations other than classrooms. Children not yet toileting do not count towards this requirement.)
 - One working sink and faucet for every 15 children and staff.
 - Also strongly recommended is a “classroom sink” for children’s use.
- Younger children’s care giving needs include:
 - Diaper changing station (diaper changing table, hand wash sink, counter and storage)
 - Bottle Prep station (sink, dishwasher, small refrigerator, counter and storage)
- Outdoor Play is required, providing 75 SF of active play area per child in the outdoor play area at any given point in time.

Please see the ‘Architectural Program Statement’, included in this report, for other support spaces needed for operations, as well as how the above translates into a listing of spaces needed specific to this project.

Subsequent Financial Impact Summary by Child Care Option as of Sept 9, 2019

PROPERTY / BUILDING NAME	TENANT	RELOCATION	ACTION	CURRENT LOCATION	SIZE (SF)	COMMEN CEMENT	EXPIRATION	EXTENSIONS	CURRENT RENT/ MONTH ¹ (a)	EST. OUTSIDE LEASE RENT/ MONTH ³ (b)	MO. ADDED CUSTOMER COST	ANNUAL LOSS OF CITY RENT REVENUE ² (a*12)	ANNUAL RENT TO OUTSIDE LEASES (b*12)	TENANT IMP. BUDGET ⁵	TOTAL COST OF ACTION	NOTES	CITY HALL OPTION 1	CITY HALL OPTION 2	SMT OPTION 1	SMT OPTION 2
SMT	RVJ (Core Bistro)	Terminate Lease	Lease buy-out est.	602	2,360	5/1/2011	10/31/2020	1-5yr ext.	\$ 2,086	N/A	N/A	\$ 25,032	N/A	N/A	\$ 125,160	Buy-out est. 5 yr ext. Per contract, City has to renew the contract or offer buyout			\$ 125,160	\$ 125,160
SMT	Beba's & Amigo's	Terminate Lease	Lease buy-out est.	604	2,631	11/1/2017	10/31/2022	1-5yr ext.	\$ 2,326	N/A	N/A	\$ 27,912	N/A	N/A	\$ 195,384	Buy-out est. 7 yr. Per contract, City has to renew the contract or offer buyout			\$ 195,384	\$ 195,384
SMT	Chew Chews	Terminate Lease	Lease buy-out est.	603	1,696	11/1/2017	10/31/2022	1-5yr ext.	\$ 2,059	N/A	N/A	\$ 24,708	N/A	N/A	\$ 172,956	Buy-out est. 7 yr, Per contract, City has to renew the contract or offer buyout			\$ 172,956	
SMT	Arts Storage	Move to Outside Leased Space	Rent Differential, Move Cost, FF&E, IT	6th Floor	2,819		N/A	N/A	\$ 6,939	\$ 8,222	\$ 1,283	\$ 83,273	\$ 98,665	\$ 422,850	\$ 521,515	Assumed outside lease rate: \$35/sf			\$ 521,515	\$ 521,515
City Hall	City Grind	Move to new space in SCH. Lease interruption during build out.	Lease interruption payout, Move / storage cost / TI	Lobby	492	9/1/2016	8/31/2021	M-to-M	\$ 710.28	N/A	N/A	\$ 8,523	N/A	\$ 73,800	\$ 80,902	Assume: 1) business continues in City Hall; 2) build-out is concurrent with childcare - 5mos. Cost of action = lease interruption, lost revenue + TI cost	\$ 80,902	\$ 80,902		
City Hall	Boards & Commissions	Move to new space in SMT 40 ⁴	Move Cost, FF&E, IT	L-280	1,308		N/A	N/A	\$ 5,224	N/A	N/A	\$ 62,684	N/A	\$ 313,650	\$ 376,334	Assume current tenant SPU will move out	\$ 376,334			
City Hall	Ombud's Office	Move to Outside Space (Possibly SMT 16)	Rent Differential, Move Cost, FF&E, IT	L-276	1,700		N/A	N/A	\$ 4,185	\$ 7,083	\$ 2,899	\$ 50,218	\$ 85,000	\$ 289,000	\$ 374,000	Assumed outside lease rate: \$50/sf.	\$ 374,000			
City Hall	Customer Service Bureau	Move to Outside Leased Space	Rent Differential, Move Cost, FF&E, IT	119	1,935		N/A	N/A	\$ 4,763	\$ 8,063	\$ 3,299	\$ 57,160	\$ 96,750	\$ 328,950	\$ 425,700	Assumed outside lease rate: \$50/sf	\$ 425,700	\$ 425,700		

FAS Impact by Option

\$ 1,256,936

\$ 506,602

\$ 1,015,015

\$ 842,059

NOTES

1. Current rent as of 9/1/2019 does not include Leasehold Excise Tax which is a passthrough to WA State. S1 rate \$29.54 in 2019 and \$29.02 in 2020

2. If tenants vacate, this column represents lost revenue to the City per year. Assume tenants vacate on 8/31/2020.

3. If City tenants vacate, the column includes the estimated monthly rent for private new space at market rates for space of equal size to current City space.

4. Space available on SMT 40 = 2122 SF (1845 SF + common space), currently being used by SPU

5. TI project budget based on \$170/SF for offices & Boards & Commissions and \$150/SF for Arts & Coffee Cart. Includes demo & move expenses, FFE, required space improvements, design & project management.

City Campus Child Care Market Study

DEEL commissioned a market rate study of seven child care providers who operate in the downtown core and serve children birth-5 years old. Below are the names of the providers and their average child care rates across all ages (birth-5 years old):

- Pacific First Montessori (Average = \$2,195/Month)
- Green Trees Child Care (Average = \$1,895/Month)
- Bright Horizons Spring Street (Average = \$2,330/Month)
- Northwest Center @ Chinook (Average = \$1,792/Month)
- Cosmopolitan Kids (Average = \$1,790/Month)
- Kids Centre (\$2,067/Month)
- Bright Horizons @ 4th and Madison (Average = \$2,731/Month)

Table 1 summarizes the median and 75th percentile tuition rates for all seven providers:

Table 1. Child Care Rate for Downtown Core Providers

Classroom	Age	Median Tuition	Tuition @ 75th Percentile
Infant	0-12 months	\$2,337	\$2,501
Waddler	12-24 months	\$2,284	\$2,379
Toddler	24-36 months	\$2,092	\$2,244
Preschool	> 36 months	\$1,755	\$1,952

Although not included in the market rate study due to heavy subsidization and employee prioritization, the following rates for Harborview Medical Center are provided for comparison purposes (Table 2):

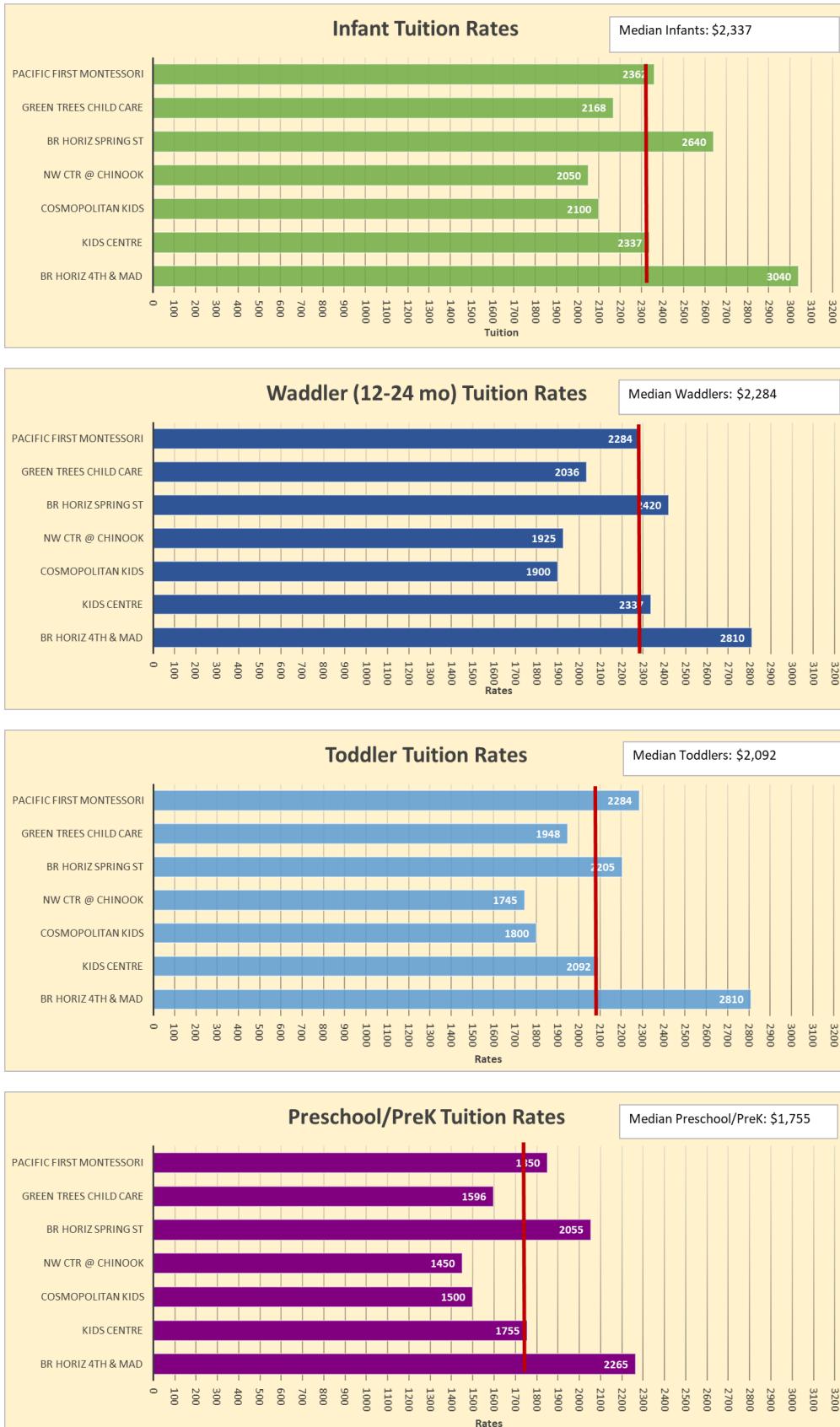
Table 2. Harborview Medical Center Rates

Classroom	Age	Tuition
Infant/Waddler	0-24 months	\$1,900
Toddler	24-36 months	\$1,681
Preschool/PreK	>36 months	\$1,381

Rate Considerations

Child care tuition rates vary by child age, staffing models, occupancy costs, and level of external support. Child care tuition also varies greatly by age of child, in part because the expenses associated with caring for young children is highly dependent on their age. Infants require a substantially lower infant-to-teacher ratio (1:3) compared to four year olds (1:20).

Provider Rates by Age Group



Attachment 4: Estimated Timeline to Opening a New City Campus Child Care Center

Q1 2020 - Provider and Design Team Procurement		
Draft childcare provider RFQ and Design Team RFQ	2-3 weeks	Two separate parallel processes.
Run RFQ advertisement processes	4-6 weeks	
RFQ review, shortlist, selections	2-6 weeks	The longer duration is if interviews are needed.
Negotiate with selected provider and Design Team/ execute contract	4-7 weeks	
Q2 2020 – Schematic Design (SD)		
Schematic Design (SD)	8 weeks	
Schematic Design (SD) Cost Estimate	2 weeks	
SD Phase Review / Approval- DEEL / CBO/ Stakeholders	1-2 weeks	Concurrent with State licensing review?
Q3 2020 – Design Development / Permitting		
Design Development (DD)	10 weeks	
Permitting Submittal & Review <i>(Concurrent with Design Development (DD) & Construction Document (CD) Phases)</i>	8 weeks	Submit @ 60% DD. Assumes use of blanket permit. Change of use could add 8 weeks review time. Land Use Permit/ Design Commission Review/ Type V Permit could add 4-12 weeks review time.
Design Development (DD) Cost Estimate	2 weeks	
Begin supplemental budget process for revised capital costs, if necessary.		
DD Phase Review / Approval- DEEL / CBO / Stakeholders	1-2 weeks	
Develop & execute lease with provider. Council action is required for a lease of 5 years or more.	8-12 weeks	
Architect and PM contact DCYF for plan review	1 week	A plan review is a free consultation and will give the licensor, state fire marshal representative, and DCYF health specialist an opportunity to review prior to the start of construction.
Q4 2020 – Construction Documents / Permitting		
Construction Document (CD) Design Phase	12 weeks	
Construction Document (CD) Cost Estimate	2 weeks	
CD Phase Review / Approval to proceed with bidding – DEEL / CBO / Stakeholders	1-2 weeks	
Q1 2021 – Construction Procurement		
Contractor selection process - CPCS Review & Approval/ Bidding	12-14 weeks	
Q2 2021 – Construction Begins		
Construction	32-48 weeks	
Q1 2022 – Licensing		
Licensing process with the State Department of Children, Youth, and Families	12 weeks+	C of O needed prior to beginning this process. The licensing process often takes longer than 90 days.



City of Seattle

Mayor Jenny A. Durkan

TO: Councilmember Sally Bagshaw, Chair
Finance and Neighborhoods Committee

CC: Councilmember Teresa Mosqueda, Chair
Housing, Health, Energy, and Workers' Rights Committee

FROM: Mike Fong, Senior Deputy Mayor

DATE: September 24, 2019

RE: Green Sheet 12-5-B-2 (Child Care Center in the Civic Center)

The Mayor is committed to expanding access to childcare across the city. As she announced yesterday, this year's budget nearly doubles the City of Seattle's successful Child Care Assistance Program (CCAP) to serve an additional 600 families and provides additional support for child care providers.

The Mayor's commitment to child care extends to her desire to fully understand the feasibility of using the City campus as an opportunity to expand child care downtown. The Mayor directed the Department of Education and Early Learning (DEEL) to approach its response to Green Sheet 12-5-B-2 in a way that would allow her to understand what it would really take to make the vision of a City-campus child care center a reality. Over the past six months, DEEL, in collaboration with the City Budget Office (CBO), Department of Finance and Administrative Services (FAS), and the Human Services Department (HSD) has done just that. Staff with expertise in state licensing requirements worked with an architect to determine the physical feasibility of this project including the cost of renovations. DEEL worked with FAS to assess the cost of displacing tenants in proposed City-owned spaces, and they worked with a child care consultant to understand the operating viability of and subsidy needs for operating a child care center in the downtown core. As you will see in the attached report, renovating City Hall or SMT would cost \$6-7 million to develop a child care facility with space for 87 children.

When we compared the opportunity to develop a City Hall/SMT child care center with opportunities within the City's Child Care Bonus Fund Program pipeline, we found investing public resources through this Fund would be a far more effective way to create child care capacity. Looking at the list of projects now under consideration for Program funding, they have the potential to create four times as much capacity for a comparable investment.

Moreover, HSD has another 11 projects that are in the queue for future funding. This comes at the same time that mitigation contributions to the Bonus Program have been declining (there has only been one contribution in 2019 for approximately \$500,000) and project costs have been escalating as a result of increasing construction costs.

Instead of funding the City Hall/ SMT child care center, the 2020 Proposed Budget includes \$2.1 million in CRS-U funding for child care facilities that leverage the Child Care Bonus funds to expand the supply of child care facilities. The Executive believes that this funding is better used to support more projects that are in the queue as it will leverage other funds and generate far more child care facility spaces.

We look forward to working with you in partnership to expand child care options within the city.



Jenny A. Durkan, Mayor

Dwane Chappelle, Director

TO: Councilmember Sally Bagshaw, Chair, Finance and Neighborhoods Committee

CC: Councilmember Teresa Mosqueda

FROM: Dwane Chappelle, Director, Department of Education and Early Learning

SUBJECT: Final Report regarding Child Care Center Green Sheet 12-5-B-2

The Department of Education and Early Learning (DEEL), in collaboration with the Mayor's Office, the City Budget Office (CBO), Department of Finance and Administrative Services (FAS), and the Human Services Department (HSD), has been charged with responding to the Seattle City Council Child Care Center Green Sheet 12-5-B-2. This document, inclusive of its attachments, provides the final report on this Green Sheet (GS).

The GS provided \$100,000 in General Fund support for a new Capital Improvement Program project in 2019 to plan for and, if feasible, begin work on the capital modifications and a provider solicitation needed to open a child care center. The scope of the GS response was refined to incorporate the clarification and feedback received by the Mayor's Office in a meeting with Councilmembers Bagshaw and Mosqueda on February 6, 2019. The Q1 update was transmitted to the City Council on April 2, 2019. The Q2 update was transmitted on June 28, 2019.

As the Departmental lead, DEEL's approach has been to learn what it would take to make the vision of a City-campus child care center a reality. Over the past six months, DEEL: (1) worked with an architect to determine the feasibility of this project, conduct a code analysis, sketch potential child care center layouts, and provide a "conceptual level" cost projection for each layout; (2) worked with FAS to assess the cost of displacing tenants in proposed City-owned spaces; and (3) worked with a consultant to develop a start-up and annual operating budgets to assess the long-term viability of and subsidy needs for operating a child care center with the enrollment capacity calculated by the architects.

The architects designed three design options with six classrooms and one design option with four classrooms (see *Part 1: Center Feasibility, Design Options, and Construction Cost Projections* for details).

Summary of Findings:

- **A downtown center that is less than six classrooms is not operationally viable without very high tuition or significant ongoing subsidies.**
 - Information on the 4-classroom design option and associated costs are included in this report, but the tuition levels required to sustain this model are at the top of the downtown child care market, which is over \$3,000 per month for infant care.
- **The total one-time cost to develop a viable 6-classroom child care center in City Hall or SMT is estimated to be \$6.4M to \$6.9M.**

- Total construction cost estimates range between \$5.2M and \$6.4M.
- Siting a center in City Hall or SMT displaces up to four City functions, depending on the design option, with one-time tenant displacement/relocation costs ranging between \$422K to \$1.0M.
- **The ongoing financial impact to the City for operating a 6-classroom child care center is at least \$267K to \$315K.** This amount increases if tuition is desired to be more affordable than existing downtown child care options.
 - The median tuition for downtown child care in birth-5 centers ranges from \$1,755 per month for preschool to \$2,337 per month for infants.
 - **For tuition to be near the median for downtown child care, fully subsidized rent and utilities is needed to help control tuition costs.** For the 6-classroom design options, these costs range between \$192K and \$222K annually.
 - Relocating the current city functions to non-City-owned locations in the downtown core plus the lost revenue from the commercial tenants increase the costs to the impacted departments by \$65K to \$93K annually.
- Child care center start-up costs range from \$230-\$300K, depending on the number of classrooms.

Attachments:

1. City of Seattle Campus – Child Care Site Identification & Feasibility Study (includes cost projections)
2. Child Care – Real Estate Financial Impact Summary
3. Downtown Child Care Tuition - Market Rate Analysis Summary
4. Timeline to Opening a New City Campus Child Care Center

Report Sections:

- Part 1: Center Feasibility, Design Options, and Construction Cost Projections
- Part 2: One-time Tenant Displacement/Relocation Costs
- Part 3: Projected Tuition Cost Scenarios
- Part 4: City Cost Summary
- Part 5: Considerations

Part 1: Center Feasibility, Design Options, and Construction Cost Projections

DEEL partnered with Environmental Works (<https://www.eworks.org/>), a nonprofit Community Design Center, to conduct a feasibility analysis and design classroom layout options. This resulted in four design options, two in City Hall and two in the SMT. The design options include three 6-classroom layouts and one 4-classroom layout. While the 4-classroom layout costs the least for construction and relocation, it would have the highest tuition rates to be self-supporting and would be over \$1,000 higher a month than current median market rates. To reduce tuition rates to the median market rate for downtown centers, the 4-classroom model would require substantial ongoing operations subsidies from the City (in addition to free rent and utilities).

Design Option 1: City Hall, includes two floors, 6 classrooms, 87 children

- This option displaces City Grind, the Customer Service Bureau, Boards and Commissions, and the Ombud.
- Floor 1 (4,497 sq ft): The storage space behind the coffee cart including the kitchen, the area that is currently the Customer Service Bureau
- Lower Level 2 (2,150 sq ft): The Boards and Commissions conference room and the Ombud's Office
- Dedicated outdoor space (2,942 sq ft): Upper level plaza

Design Option 2: City Hall, one floor, 4 classrooms, 57 children

- This option displaces City Grind and the Customer Service Bureau.
- Floor 1 (4,500 sq ft): The storage space behind the coffee cart including the kitchen, the area that is currently the customer Service Bureau.
- Dedicated outdoor space (2,948 sq ft): Upper level plaza
- Note: This option includes fewer classrooms/children, so the per child cost will be higher (shared resources are spread among few children and cost more per capita).

Design Option 3: SMT, level 6 plaza. 6 classrooms, 87 children

- This option displaces all three restaurants, the public seating, and some of the art storage space.
- Interior: 7,660 sq ft
- Dedicated outdoor space: 3,729 sq ft

Design Option 4: SMT, level 6 plaza, 6 classrooms, 87 children

- This option displaces two of the restaurants (Core Bistro and Chew Chew's), the public seating, and all the art storage space.
- Interior: 7,369 sq ft
- Dedicated outdoor space: 3,463 sq ft

The architects explored two other spaces, the “red room” in City Hall and the 14th floor of the SMT (where the gym used to be), that are not considered in this analysis because they were determined infeasible due to incompatibility with licensing requirements.

See **Attachment 1: City of Seattle Campus – Child Care Site Identification & Feasibility Study** for additional information on the design options.

Notes:

1. Dedicated child drop-off parking spaces are required by the State. Associated costs are not included in the projections.
2. DEEL has researched how adding a child care center at City Hall would impact the night shelter. DEEL learned that DCYF does not have the authority to govern the use of spaces surround the center. DCYF may require adjustments to current practice to ensure child safety, such as requiring a detailed plan on how the two uses of the space will coexist. For example, they may request details about line formation in the evening and the method and timing of clean-up (which currently extends to 8am), before deeming the space licensable.

Table 1. Design Options and Construction Costs

	City Hall Design Option 1 <u>6 classrooms</u> <u>87 Children</u>	City Hall Design Option 2 <u>4 classrooms</u> <u>58 children</u> <i>(not recommended for operational reasons)</i>	SMT Design Option 3 <u>6 classrooms</u> <u>87 Children</u>	SMT Design Option 4 <u>6 classrooms</u> <u>87 Children</u>
Location	Includes two floors and upper plaza outdoor space	One floor (4 classes) and upper plaza outdoor space	Level 6 plaza, all three restaurants and outdoor space	Level 6 plaza, two restaurants and outdoor space
ROM construction cost estimate*	\$3.71M	\$2.73M	\$4.45M	\$4.25M
30% soft costs (low) to 40% soft costs (high)	\$1.11M to \$1.49M	\$0.82M to \$1.09M	\$1.33M to \$1.78M	\$1.28M to \$1.70M
Total construction range with soft costs and sales tax	\$5.20M to \$5.57M	\$3.82M to \$4.09M	\$6.24M to \$6.68M	\$5.96M to \$6.39M
Per slot cost at high end of range	~\$64K	~\$71K	~\$77K	~\$73K

Justification for ROM projection, provided by W. G. Clark and Associates:¹

1. Working for the City of Seattle will require the project to be commercial prevailing wage. This adds approx. 22% to 25% to the labor cost for the general contractor and subcontractor personnel.
2. The project is in a high traffic area without much staging or easy jobsite access. The location adds a difficulty factor to the overall pricing to support barriers, foot traffic control, and personnel stationed to make sure the work area is safe for the public.

¹ W. G. Clark Construction Company (<http://www.wgclark.com/>) is one of the leading construction services companies in Western Washington. The company has extensive experience in public works contracts.

3. Two years ago, the pricing could have been 8% to 10% less, but Seattle is experiencing a real escalation impact to wages and material cost that is running about 4% to 5% per year (as noted in the budget). The tariffs that have been in the news are also a factor to consider for escalation.
4. This budget is intentionally conservative as the guidelines/drawings used for this budget are at the conceptual level. The final budget will be set by a confirmed scope of work and supporting drawings/documentation that can be used for competitive bidding of subcontractors and materials. The competitive bidding is the best method to get the best pricing for the project.
5. The square foot numbers provided in the budget are reflective of current or recently completed projects of the same nature (using historical W.G. Clark data and reports). No subcontractor input/pricing was used in the compilation of the budget numbers because the documents are in the conceptual phase.

Part 2: One-time and On-going Tenant Displacement/Relocation Costs

Each of the design options above require displacing or relocating current tenants. One-time costs include lease buyouts for restaurants and tenant improvements for related City offices and City Grind. On-going costs include loss of revenue from rents paid by restaurants and the rent differential of relocating City offices to non-City-owned locations in the downtown core.

Table 2. Private Businesses – One-time and Ongoing Costs

	Design Option 1	Design Option 2	Design Option 3	Design Option 4
Private businesses displaced	• City Grind	• City Grind	• RVJ (Core Bistro) • Bebas & Amigos • Chew Chews	• RVJ (Core Bistro) • Chew Chews
Total cost of lease buy-out, per contract	N/A relocation assumed	N/A relocation assumed	\$493,500	\$298,116
One-time tenant improvement costs for relocation	\$73,800	\$73,800	N/A	N/A
On-going, annual revenue loss from rent from businesses*	\$8,523	\$8,523	\$77,652	\$49,740

Table 3. City Offices – One-time and Ongoing Costs

	Design Option 1	Design Option 2	Design Option 3	Design Option 4
City offices displaced	• Customer Service Bureau • Boards and Commissions • Ombud	• Customer Service Bureau	• Arts Storage	• Arts Storage
One-time tenant improvement costs for relocation	\$931,600	\$328,950	\$422,850	\$422,850
Annual cost differential for city offices for renting market-rate space	\$74,372	\$39,590	\$15,392	\$15,392

*Restaurant rents are below market rate. It will be difficult for owners to identify new spaces at comparable prices.

Part 3: Projected Tuition Costs Based on Three Scenarios

For this portion of the project, DEEL partnered with Diana Bender, who co-founded and served as the Executive Director of Sound Child Care Solutions (SCCS) for seven years. SCCS is a nonprofit organization and consortium of seven diverse early childhood education centers that share administrative services in a central office. Prior to her work with SCCS, Ms. Bender led early learning funding processes at the City of Seattle which distributed millions of dollars to non-profits in Seattle, providing technical assistance on budget development to over 100 child care providers throughout the city.

The purpose of this analysis was to determine how operating costs and subsidies impacted tuition costs. Ms. Bender concluded that the 6-classroom model is the most cost-effective model because it is more cost-effective to share staff and distribute central costs among a higher number of classrooms.

Notes and Findings:

1. Ms. Bender's projections are based on a non-profit business model in the downtown core. A for-profit provider's tuition rates may be higher. Another nonprofit provider's approach may also differ. The fact that this consultant could make do without additional subsidies may not reflect the approach of all agencies.
2. None of the models are operationally feasible unless they receive free rent. However, there are concerns that a rent subsidy would constitute a gift of public funds and would require the center to serve a minimum percentage of low-income children.
 - If the Center is for the children of City employees, then it would not be considered a public gift of funds as it would instead be an employee benefit. However, this may make the project ineligible for Child Care Bonus Funds.
 - Data show that City employees who work in the downtown core are, on average, paid more than City employees who work outside the downtown core. For this reason, there may be equity concerns related to downtown employees disproportionately benefitting from this investment.
3. Start-up costs are estimated to be between \$235K and \$295K, depending on the size of the center. Start-up costs include staffing start-up costs, office and enrollment services, outdoor play materials, office equipment and supplies, food preparation equipment, and classroom supplies and equipment.
4. Annual operating costs range from \$1.23M to \$1.92M depending on the number of classrooms and the level of operating subsidy offered by the City. These projections do not include nonprofit fundraising assumptions.
5. No Seattle Preschool Program (SPP) classrooms would be possible in the 4-classroom design. Only one SPP classroom would be possible in the 6-classroom designs because:
 - In center-based care settings, a child's age and development determines which group they belong in. For licensing, "infants" are 1 – 11 months, "toddlers" are 12 – 29 months, and "preschool" is 30 months up to kindergarten (with some deviation due to a child's developmental level).
 - For SPP, children must enter in September when they are "program age" 3 or 4. Like a school, August 31 is the cut-off. For SPP, program age 3 is between 36 and 47 months, depending on birthdate. A child who turns three on September 2 wouldn't be able to start SPP until the following school year when she is almost (or is already) 4 years old.

- Though the design options of the classrooms currently assume that children in the toddler room will be 22-36 months old, the center would need to have a place for children who cannot stay in the toddler room, but not yet eligible for SPP (approx. 36mo to 47mo). The center would need the other preschool classroom for this purpose.

Table 4. Subsidy Scenarios and Projected Monthly Tuition Cost for Families

	Scenario 1: 6 classrooms with rent subsidy	Scenario 2: 6 classrooms with no rent subsidy	Scenario 3: 4 classrooms with rent subsidy
Assumptions	<ul style="list-style-type: none"> • 6 classrooms • Fully subsidized rent and utilities 	<ul style="list-style-type: none"> • 6 classrooms • No subsidies 	<ul style="list-style-type: none"> • 4 classrooms • Fully subsidized rent and utilities
Rent and Utilities Subsidy per year*	\$192k - \$222k annually (\$16K – 18.5K / mo)	N/A	\$130k annually (\$10.8K / mo)
Tuition rate in comparison to median market rate for downtown centers**	<ul style="list-style-type: none"> • 4% over median (54%) 	<ul style="list-style-type: none"> • Varies • 4% over median for preschool (54%) • 95% over median for infants (145%) 	<ul style="list-style-type: none"> • Varies • 4% over median for preschool • 50% over median for infants (100%)
Infants	\$2,343	\$3,400	\$3,040
Waddlers	\$2,296	\$3,200	\$2,693
Toddlers	\$2,117	\$2,150	\$2,190
Preschool & PreK	\$1,776	\$1,755	\$1,784

* The current rental rate (2019) for SMT and SCH is \$29.54/sq ft which includes utilities. The proposed rate for 2020 is \$29.02/sq ft. The projected annual rent/utilities subsidy is based on the 2020 rate.

See **Attachment 3: Downtown Child Care Tuition - Market Rate Analysis Summary for more information on the market rate.

Part 4: City Cost Summary

Table 5 summarizes the one-time and ongoing costs to the City of the four design options.

Table 5. One-time and On-going Cost Summary for Design Options 1 -4

	City Hall Design Option 1 <u>6 classrooms</u> <u>87 Children</u>	City Hall Design Option 2 <u>4 classrooms</u> <u>58 children</u>	SMT Design Option 3 <u>6 classrooms</u> <u>87 Children</u>	SMT Design Option 4 <u>6 classrooms</u> <u>87 Children</u>
Total construction range with soft costs and sales tax	\$5.20M to \$5.57M	\$3.82M to \$4.09M	\$6.24M to \$6.68M	\$5.96M to \$6.39M
One-time tenant displacement/relocation costs	\$1,005,400	\$402,750	\$422,850	\$422,850
Total One-time Costs (mid-range)	\$6,390,400	\$4,357,750	\$6,882,850	\$6,597,850
On-going tenant displacement/relocation costs	\$74,372	\$39,590	\$93,044	\$65,132
On-going rent subsidy to reduce tuition rates*	\$192,896	\$130,590	\$222,293	\$213,848
Total Ongoing Costs	\$267,268	\$170,180	\$315,337	\$278,980

* The current rental rate (2019) for SMT and SCH is \$29.54/sq ft which includes utilities. The proposed rate for 2020 is \$29.02/sq ft. The projected annual rent/utilities subsidy is based on the 2020 rate.

Part 5: Considerations

Notes and Recommendations

- The cost of quality downtown child care exceeds what the market will bear. All centers have a way to make ends meet. The for-profit centers push the cost to parents and/or offer low wages and few benefits. A rent subsidy is the best way to help control tuition cost while allowing for competitive wages and staffing that support quality practice.
- DEEL would advise choosing a 6-classroom model over the 4-classroom model. The 4-classroom model is more expensive for families and does not allow for SPP participation.

RSJI Considerations

- According to the census tool “On the Map,” within one mile of City Hall, 70% of the workers are White, which is slightly higher than the population estimates for the city as a whole (68.6%). People of all other races are slightly underrepresented in workers in the vicinity of City Hall compared to the city population as a whole, with the exception of the Hispanic or Latino population which is about equal (6.5% of all, 6.9% of workers).
- Pursuing the SMT options would lead to the displacement of 2-3 restaurants, Core Bistro and Bebas & Amigos are W/MBEs. The restaurants’ rents are below market rate currently. Relocation may be challenging for them.
- A similar-sized investment in a different area of the City may yield a higher benefit for people of color than an investment in the downtown core.



City of Seattle Campus - Childcare Site Identification & Feasibility Study

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W.G.CLARK
CONSTRUCTION CO.


City of Seattle


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FEASIBILITY REPORT OVERVIEW

FEASIBILITY REPORT OVERVIEW

Environmental Works Community Design Center (EW), a non-profit architectural and landscape design firm with extensive experience in child care center design, has been engaged by the City of Seattle Department of Education and Early Learning (DEEL), in collaboration with the Mayor's Office, the City Budget Office (CBO), the Department of Finance and Administrative Services (FAS), and Human Services Department, to assess the feasibility of locating a child care center in the existing downtown City campus.

The intent of this study is to provide a preliminary assessment of the feasibility—from both an infrastructure and operational standpoint—and cost of providing high-quality early learning and care for infants, waddlers, toddlers, and preschool-aged children within existing City campus building infrastructure. Five separate potential locations were identified by City staff for investigation by the team, located within the Seattle Municipal Tower and Seattle City Hall. The investigation of the operational viability of the spaces examined was aided by input from Diana Bender, a consultant with decades of experience in operating, managing, and overseeing child care centers, and preliminary construction cost estimating has been provided by W.G. Clark, one of the leading construction services companies in Western Washington, with extensive experience in public works contracts.



The feasibility study included initial tours of the spaces under consideration:

- Seattle Municipal Tower Floor 6 (SMT 6, the outdoor plaza level)
- Seattle Municipal Tower Floor 14 (SMT 14, at the top of the parking garage)
- Seattle City Hall Floor 1 (SCH 1, the 5th Avenue level)
- Seattle City Hall Lower Level 2 (SCH L2, the upper plaza level)
- Seattle City Hall Lower Level 1 (SCH L1, the 4th Avenue level)

Based on initial assessment of these spaces, compiled in the City Campus Walkthrough Summary included in this report, Floor 6 of the Seattle Municipal Tower and Floors 1 and LL2 of City Hall were chosen for further investigation. See the Walkthrough Summary for further information on the criteria used to select or reject spaces under consideration, as well as comments regarding Seattle Municipal Tower Floor 14.

In collaboration with DEEL and Diana Bender, an architectural program statement was developed with target goals for floor areas, functions, and spatial parameters. This program, included in this report, was used as a guideline tool to generate four different preliminary conceptual level schematic floor plans of these spaces to assess their viability. Given the types, locations and areas of available space at SCH, an alternate 4 classroom program was also explored, in addition to the 6 classroom model.

The study also includes preliminary land-use and building code analyses for these spaces, and a brief summary of child care regulations. Note that this report constitutes a limited, preliminary look at the viability of a child care center located within the facilities that were examined, intended to aid budgetary and planning decisions, and that further, more detailed investigations of code parameters, existing conditions, and other factors will be required for work to proceed beyond this stage.

ARCHITECTURAL PROGRAM STATEMENT

6 - 7

Architectural Program Statement

City of Seattle Child Care Campus Architectural Program

DRAFT 11 July 2019
UPDATED 15 July 2019

Note: Classroom sizes are based on best practices, which exceed child care licensing minimums.

Program Spaces - Interior	# of Children	# of Teachers	Sq. Ft.	Sq. Ft./Child	Notes:
Classrooms:					
Pre-School Classroom #1	20	2	800 sf	40	1 Staff per 10 Pre-school Children
Children's Toilets			100 sf		1 ADA Compliant Room w/2 W.C.s and 2 Lav.s
Other non-licensed space within classroom			8 sf		
Staff sink (for art activities, etc.)			8 sf		4' long Counter w/Sink & Base Cabinet
Staff storage / work space			0 sf		Cabinet plus Counter, Shelving above
SUBTOTAL			8 sf		
Pre-School Classroom #1	20	2	800 sf	40	1 Staff per 10 Pre-school Children
Children's Toilets			0 sf		Shared with Pre-School Classroom #1
Other non-licensed space within classroom			8 sf		
Staff sink (for art activities, etc.)			8 sf		4' long Counter w/Sink & Base Cabinet
Staff storage / work space			0 sf		Cabinet plus Counter, Shelving above
SUBTOTAL			8 sf		
Toddlers' Classroom (22 - 36 mo.s)	14	2	560 sf	40	1 Staff per 7 toddlers
Non-licensed space within classroom:			75 sf		
Diaper Changing			40 sf		
Children's Toilet			35 sf		
SUBTOTAL			75		
Waddlers' Classroom (12 - 24 mo.s)	15	3	600 sf	40	1 Staff per 5 waddlers
Non-licensed space within classroom:			75 sf		
Diaper Changing			40 sf		
Children's Toilet			35 sf		
SUBTOTAL			75		
Infants' Classroom (3 thru 11 mo.s)	9	3	495 sf	55	1 Staff per 3 infants
Non-licensed space within classroom:			75 sf		
Diaper Changing			35 sf		
Bottle Prep			40 sf		
Staff storage / work space			0 sf		Cabinet plus Counter, Shelving above
SUBTOTAL			75 sf		
Infants' Classroom (3 thru 11 mo.s)	9	3	495 sf	55	1 Staff per 3 infants
Non-licensed space within classroom:			75 sf		
Diaper Changing			35 sf		
Bottle Prep			40 sf		
Staff storage / work space			0 sf		Cabinet plus Counter, Shelving above
SUBTOTAL			75 sf		
SUBTOTALS	87	15			5207.5 sf Classrooms Only - including Walls & Circulation

Entry/Parent Resource Area	175 sf	Admin Asistant/Receptionist Counter/Desk; Bulletin Boards; small play area; couch
Director's Office	120 sf	Nees adequate space to accommodate private meetings with parents
Program Supervisor's Office	90 sf	Or could be located in Workroom
Kitchen & Pantry	200 sf	Needs to accommodate 4 rolling food carts Bulk food items in deep storage
Staff Break Room	160 sf	Couch
Storage / Workroom	450 sf	
Teacher Work Stations	70 sf	
Curriculum storage (60 sf per classroom)	360 sf	Could be remotely located; 360 sf is ideal, could be less
Additional Refrigerator	20 sf	
SUBTOTAL	450 sf	
Adult Toilet Rooms	120 sf	Two single occupant toilet rooms
Mechanical / Electrical / Custodial	105 sf	
Janitorial equipment & supplies	40 sf	
Laundry	45 sf	
Mechanical (HWT)	20 sf	
SUBTOTAL	105 sf	
SUBTOTAL		1775 sf Support Spaces Only - including Walls & Circulation
TOTAL - Interior Square Footage		6,983 sf
Program Spaces - Exterior		80 sf/child
Fenced Play Areas		
Pre-school and Toddlers/Waddlers Play Area	34	2550 sf
Infants' Play Area	9	675 sf
Covered Secure Storage		75
Total Exterior Square Footage		3,305 sf

PRELIMINARY CONCEPTUAL LEVEL FLOOR PLAN OPTIONS

9	SCH 1 - Option 1
10	SCH L2 - Option 1
11	SCH 1 - Option 2
12	SCH L2 - Option 2
13	SMT 6 - Option 1
14	SMT 6 - Option 2

Seattle City Hall - Layout Option 1

Level 1 (5th Ave)

Room	Area
ENTRY & RESOURCE	239 sq ft
SUPERVISOR'S OFFICE	108 sq ft
DIRECTOR'S OFFICE	129 sq ft
WADDLERS CLASSROOM	600 sq ft
TODDLERS CLASSROOM	560 sq ft
TOILETING DIAPERING	132 sq ft
PRESCHOOL CLASSROOM #1	802 sq ft
PRESCHOOL CLASSROOM #2	802 sq ft
CHILDREN'S TOILET	121 sq ft
JAN. & SUPP.	53 sq ft
KITCHEN & PANTRY	190 sq ft
LAUNDRY & STOR.	59 sq ft
WORK & BREAK	243 sq ft
CIRCULATION	458 sq ft
	4,497 sq ft



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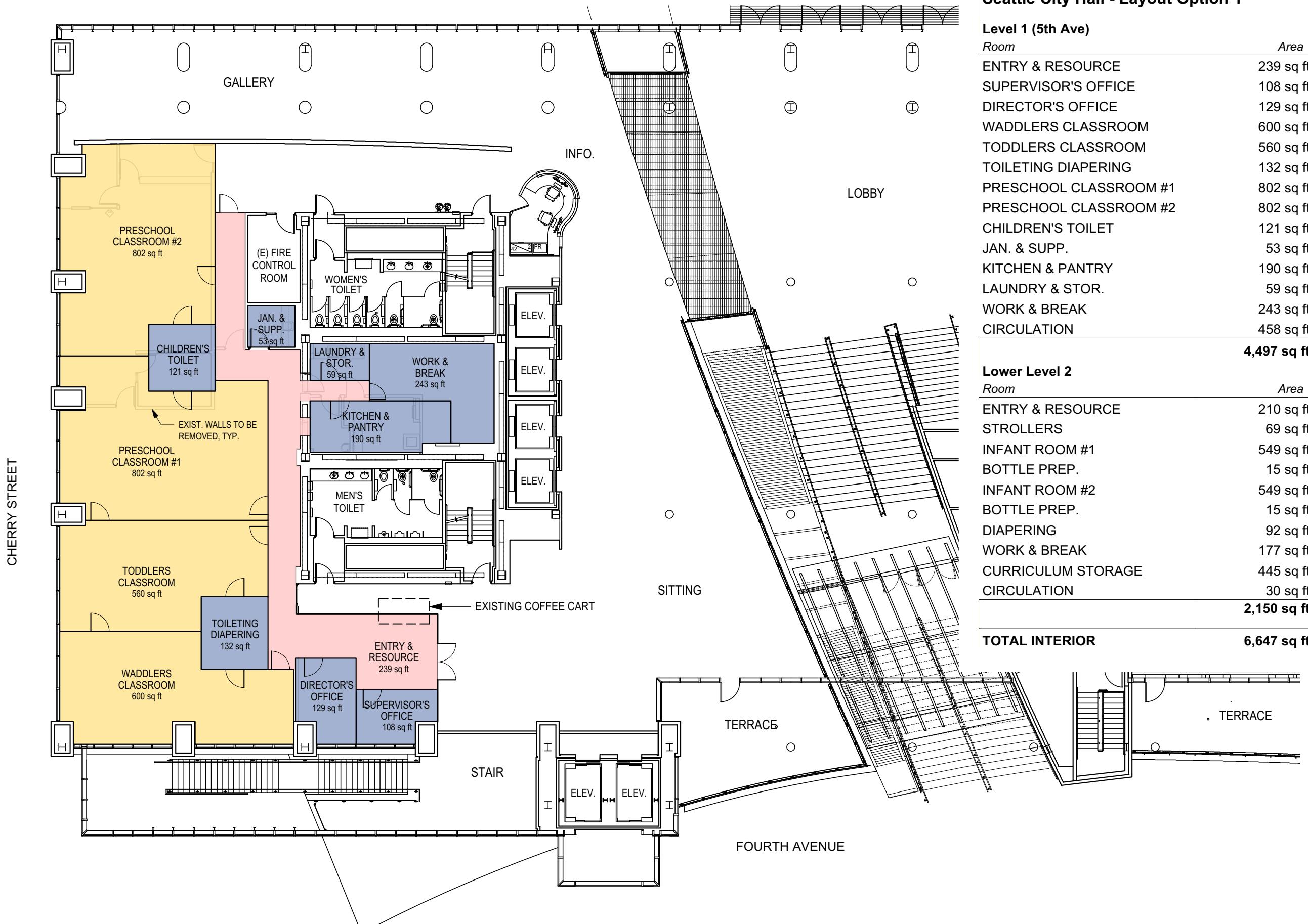
Seattle Municipal Child Care Feasibility Study

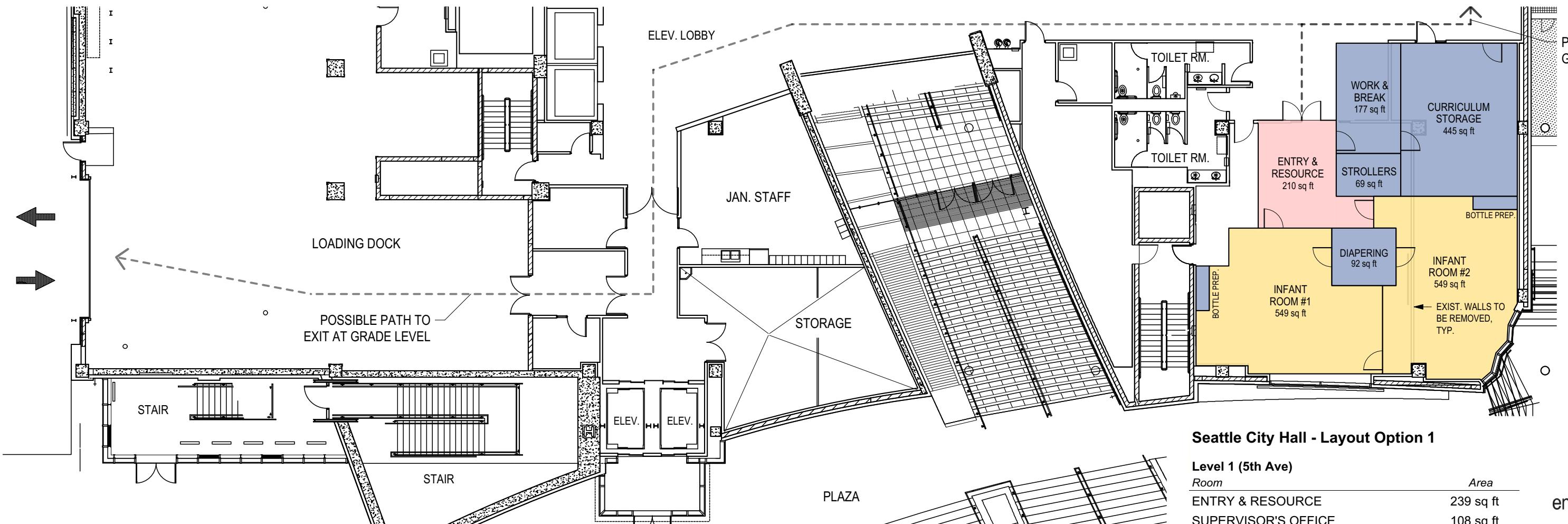
Seattle City Hall

Level 1

Option 1

30 August 2019
Project No. 19038F





Seattle City Hall - Layout Option 1

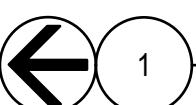
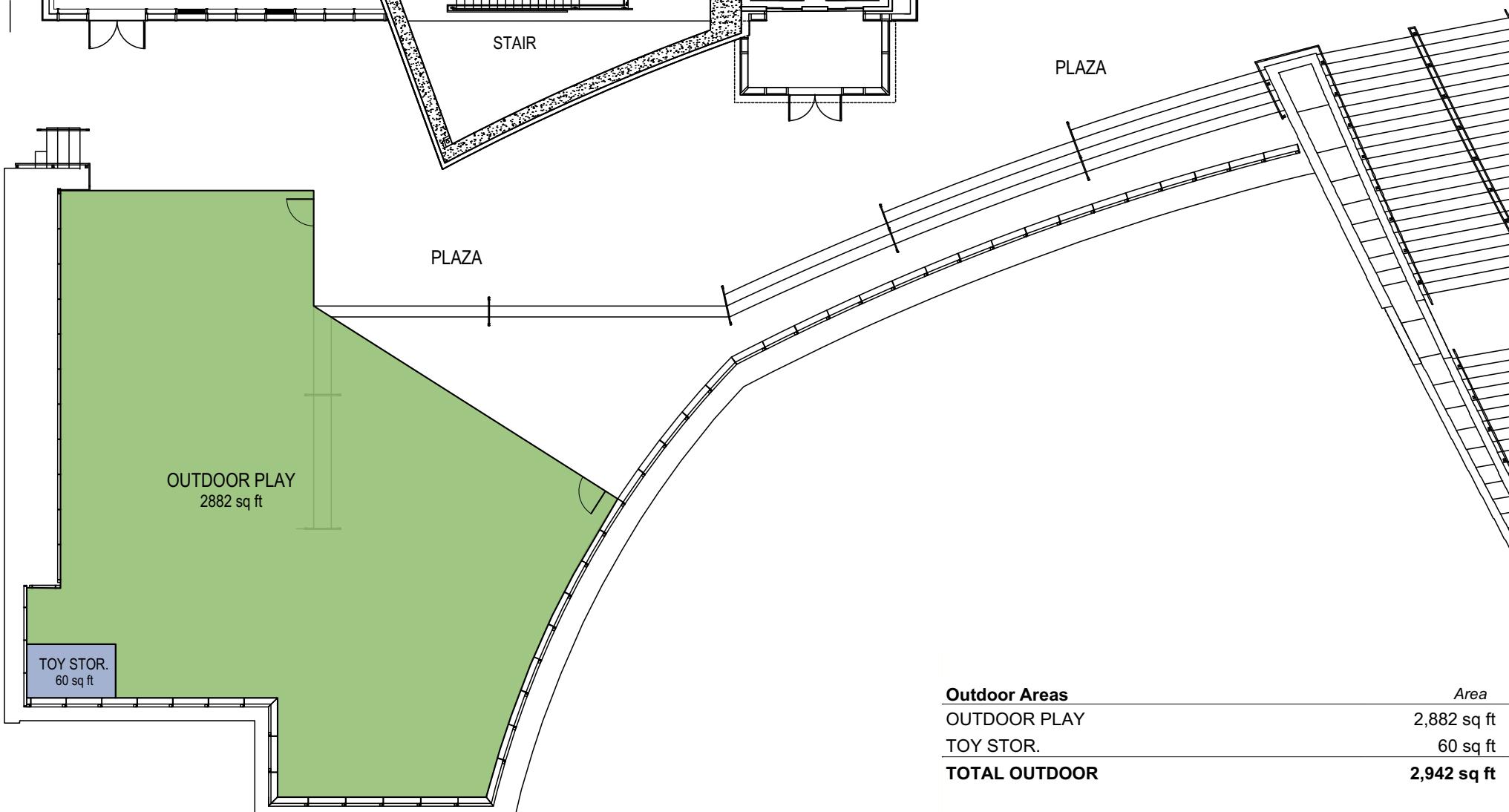
Level 1 (5th Ave)

Room	Area
ENTRY & RESOURCE	239 sq ft
SUPERVISOR'S OFFICE	108 sq ft
DIRECTOR'S OFFICE	129 sq ft
WADDLERS CLASSROOM	600 sq ft
TODDLERS CLASSROOM	560 sq ft
TOILETING/DIAPERING	132 sq ft
PRESCHOOL CLASSROOM #1	802 sq ft
PRESCHOOL CLASSROOM #2	802 sq ft
CHILDREN'S TOILET	121 sq ft
JAN. & SUPP.	53 sq ft
KITCHEN & PANTRY	190 sq ft
LAUNDRY & STOR.	59 sq ft
WORK & BREAK	243 sq ft
CIRCULATION	458 sq ft
4,497 sq ft	

Lower Level 2

Room	Area
ENTRY & RESOURCE	210 sq ft
STROLLERS	69 sq ft
INFANT ROOM #1	549 sq ft
BOTTLE PREP.	15 sq ft
INFANT ROOM #2	549 sq ft
BOTTLE PREP.	15 sq ft
DIAPERING	92 sq ft
WORK & BREAK	177 sq ft
CURRICULUM STORAGE	445 sq ft
CIRCULATION	30 sq ft
2,150 sq ft	

TOTAL INTERIOR	6,647 sq ft



SCH L2 - Preliminary Option 1

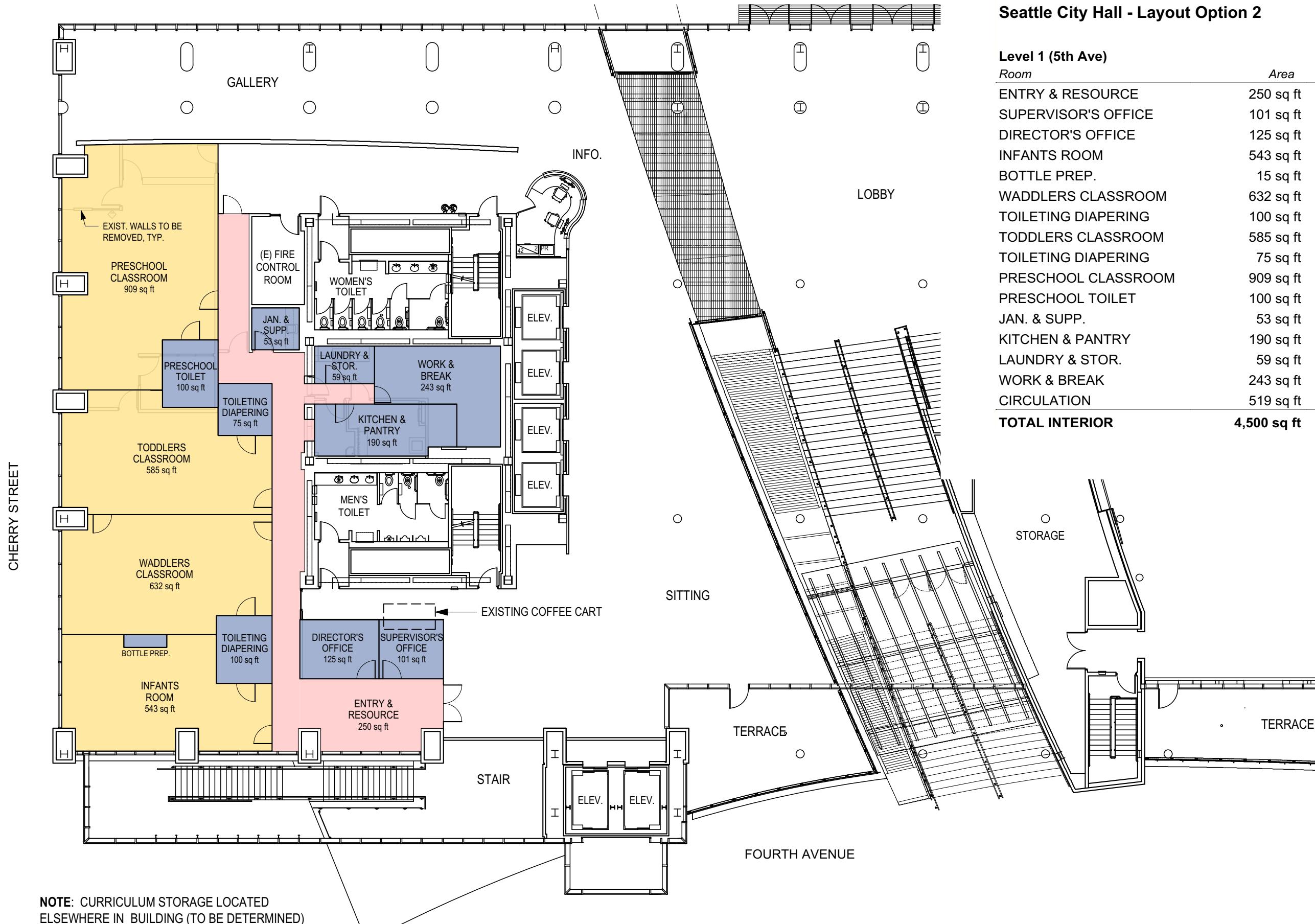
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Seattle Municipal Child Care Feasibility Study

Seattle City Hall
Lower Level 2
Option 1

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Project No. 19038F



Seattle City Hall - Layout Option 2

Level 1 (5th Ave)

Room	Area
ENTRY & RESOURCE	250 sq ft
SUPERVISOR'S OFFICE	101 sq ft
DIRECTOR'S OFFICE	125 sq ft
INFANTS ROOM	543 sq ft
BOTTLE PREP.	15 sq ft
WADDLERS CLASSROOM	632 sq ft
TOILETING DIAPERING	100 sq ft
TODDLERS CLASSROOM	585 sq ft
TOILETING DIAPERING	75 sq ft
PRESCHOOL CLASSROOM	909 sq ft
PRESCHOOL TOILET	100 sq ft
JAN. & SUPP.	53 sq ft
KITCHEN & PANTRY	190 sq ft
LAUNDRY & STOR.	59 sq ft
WORK & BREAK	243 sq ft
CIRCULATION	519 sq ft
TOTAL INTERIOR	4,500 sq ft



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Seattle Municipal Child Care Feasibility Study

Seattle City Hall

Level 1

Option 2

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Project No. 19038F

**NOTE: CURRICULUM STORAGE LOCATED
ELSEWHERE IN BUILDING (TO BE DETERMINED)**

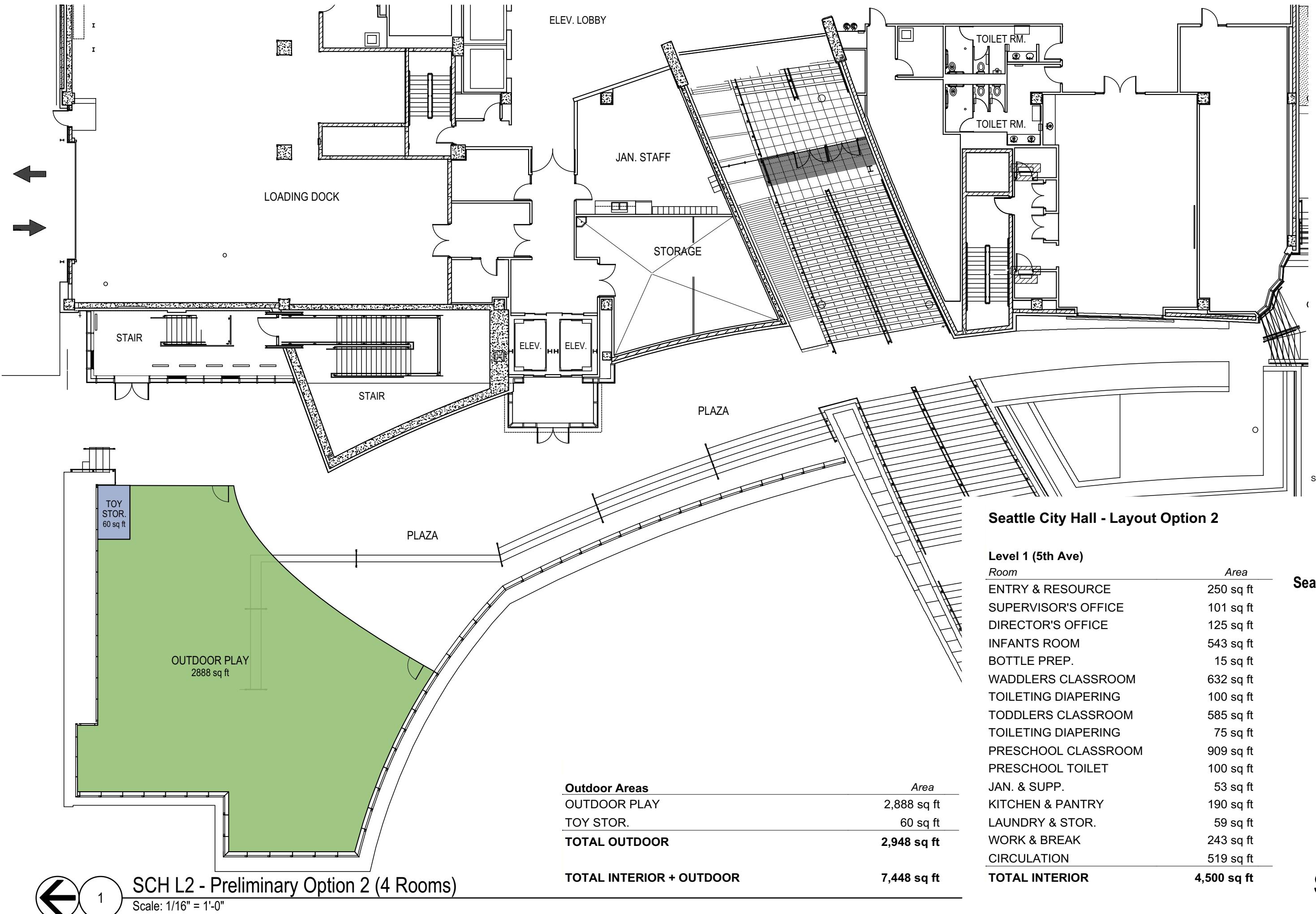
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1

SCH 1 - Preliminary Option 2 (4 Classrooms)

Scale: 1/16" = 1'-0"

SCH 1



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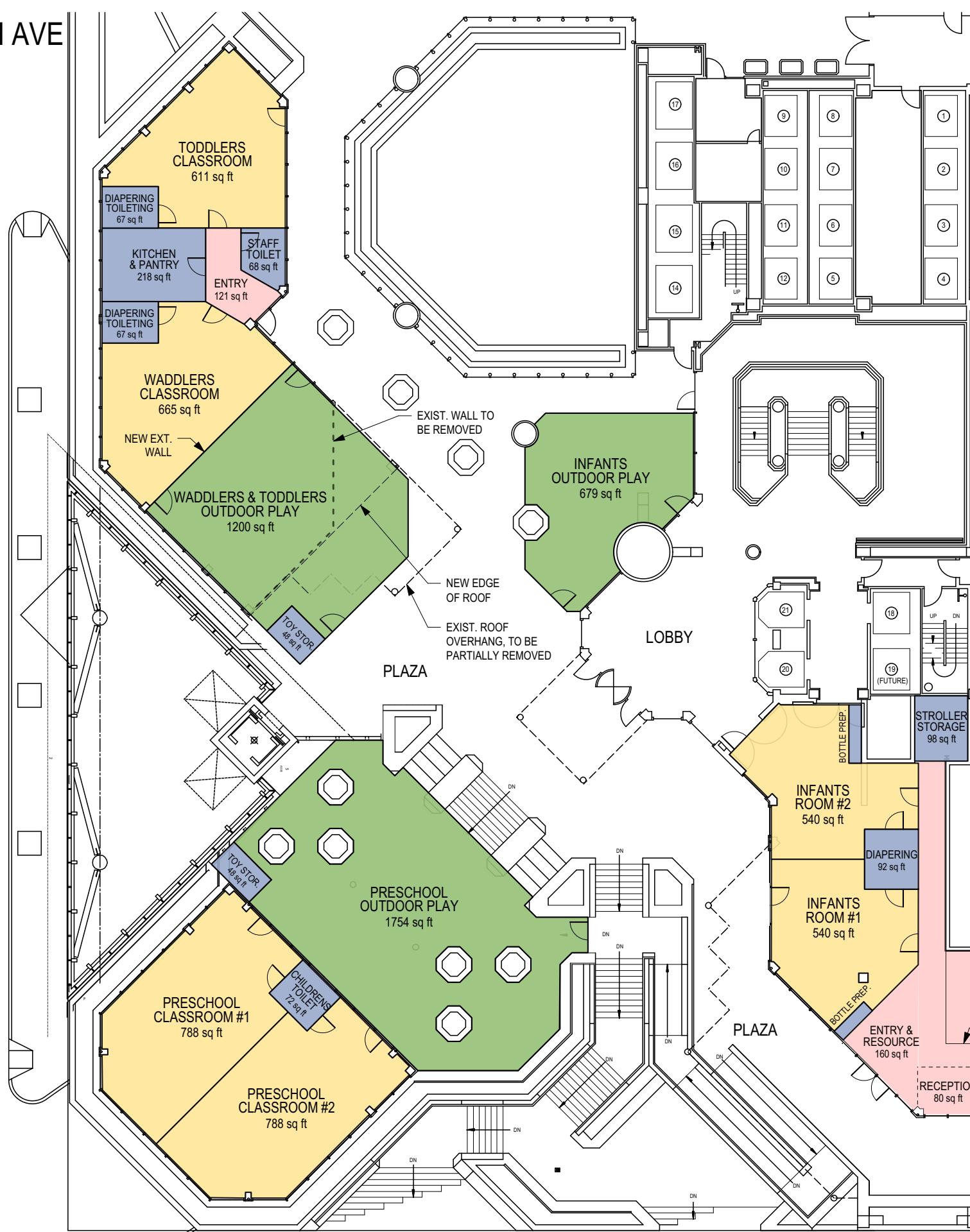
**Seattle Municipal
Child Care
Feasibility
Study**

**Seattle City Hall
Lower Level 2
Option 2**

30 August 2019
Project No. 19038F

SCH L2
12

5TH AVE



Seattle Municipal Tower 6 - Option 1

Level 1 (5th Ave)

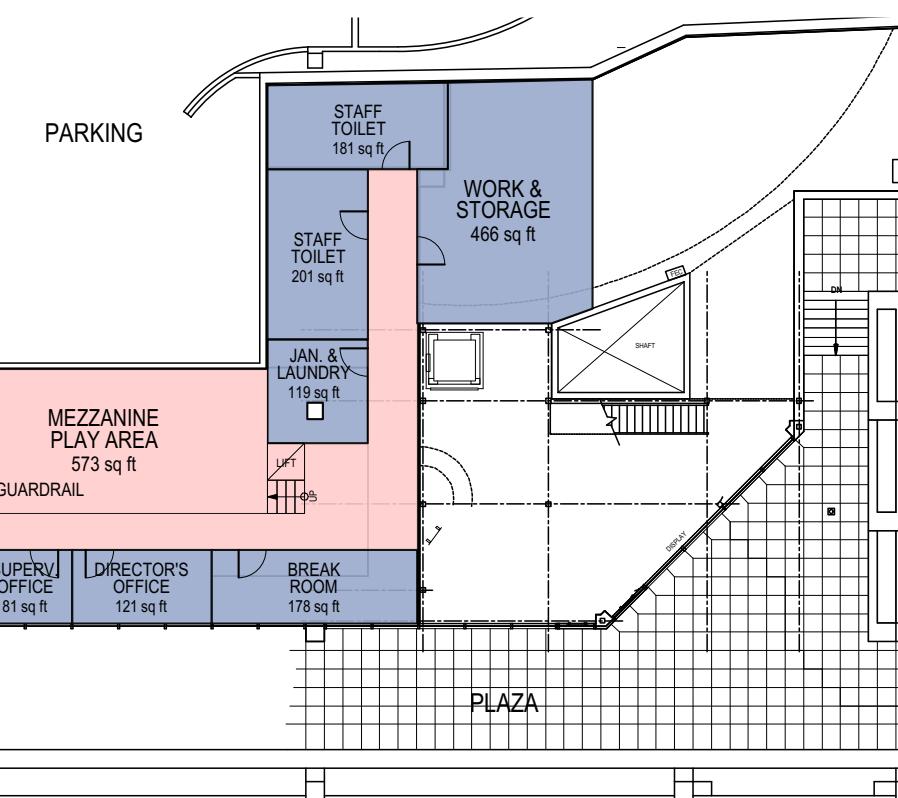
Room	Area	
ENTRY & RESOURCE	160 sq ft	119 sq ft
RECEPTION	80 sq ft	181 sq ft
MEZZANINE PLAY AREA	573 sq ft	201 sq ft
SUPERV. OFFICE	81 sq ft	466 sq ft
DIRECTOR'S OFFICE	121 sq ft	788 sq ft
BREAK ROOM	178 sq ft	788 sq ft
INFANTS ROOM #1	540 sq ft	72 sq ft
BOTTLE PREP.	15 sq ft	121 sq ft
INFANTS ROOM #2	540 sq ft	665 sq ft
BOTTLE PREP.	20 sq ft	67 sq ft
DIAPERING	92 sq ft	67 sq ft
STROLLER STORAGE	98 sq ft	68 sq ft
TOTAL INTERIOR	7,660 sq ft	218 sq ft

Outdoor Areas

Area
INFANTS OUTDOOR PLAY
PRESCHOOL OUTDOOR PLAY
TOY STOR.
WADDLERS & TODDLERS OUTDOOR PLAY
TOY STOR.
TOTAL OUTDOOR
3,729 sq ft

TOTAL INTERIOR + OUTDOOR

11,389 sq ft



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Community Design Center

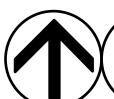
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Seattle Municipal Child Care Feasibility Study

Seattle Municipal Tower
Level 6
Option 1

30 August 2019

Project No. 19038F



1

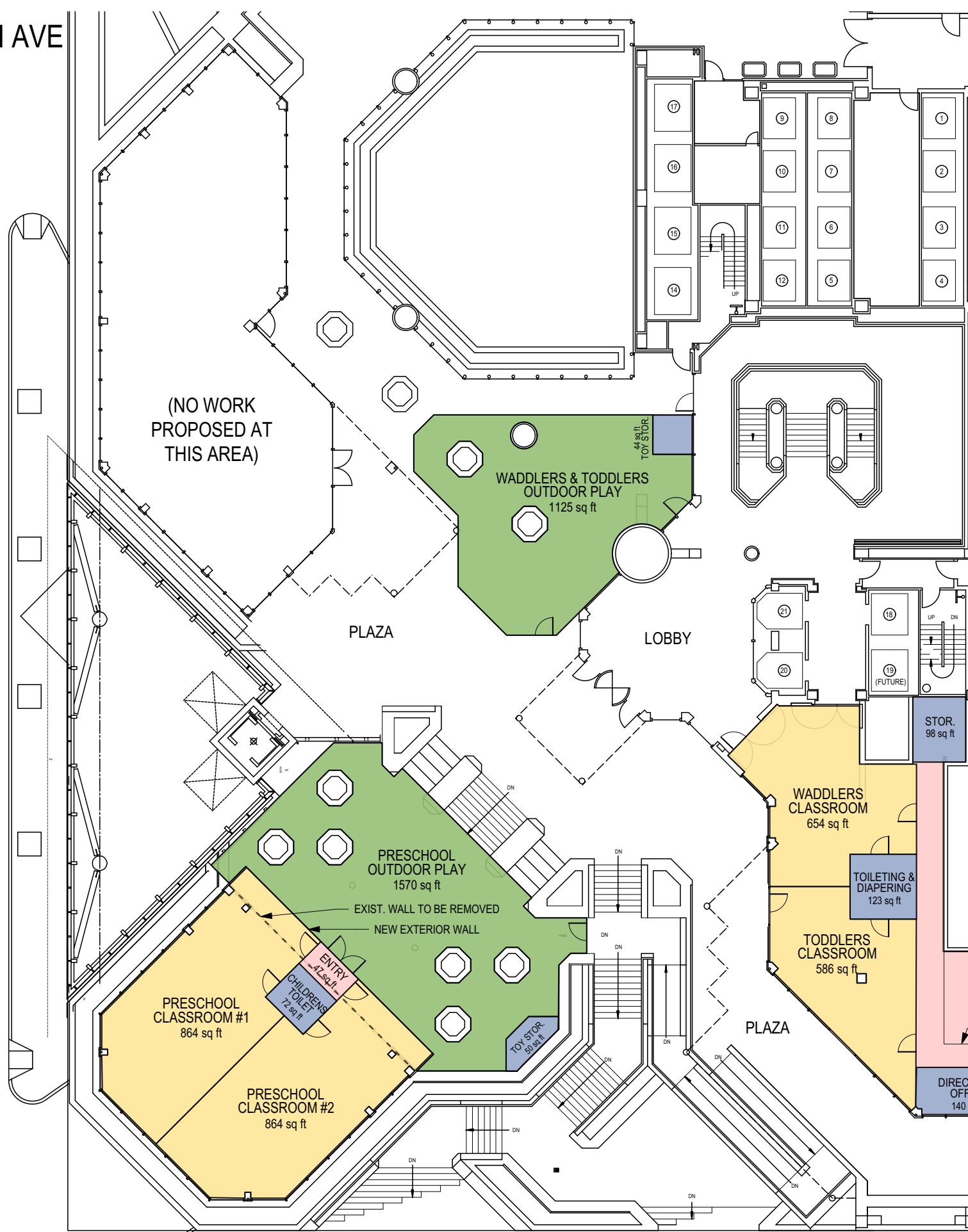
SMT 6 - Preliminary Option 1

Scale: 1:250

SMT 6

13

5TH AVE



Seattle Municipal Tower 6 - Option 2

Level 1 (5th Ave)

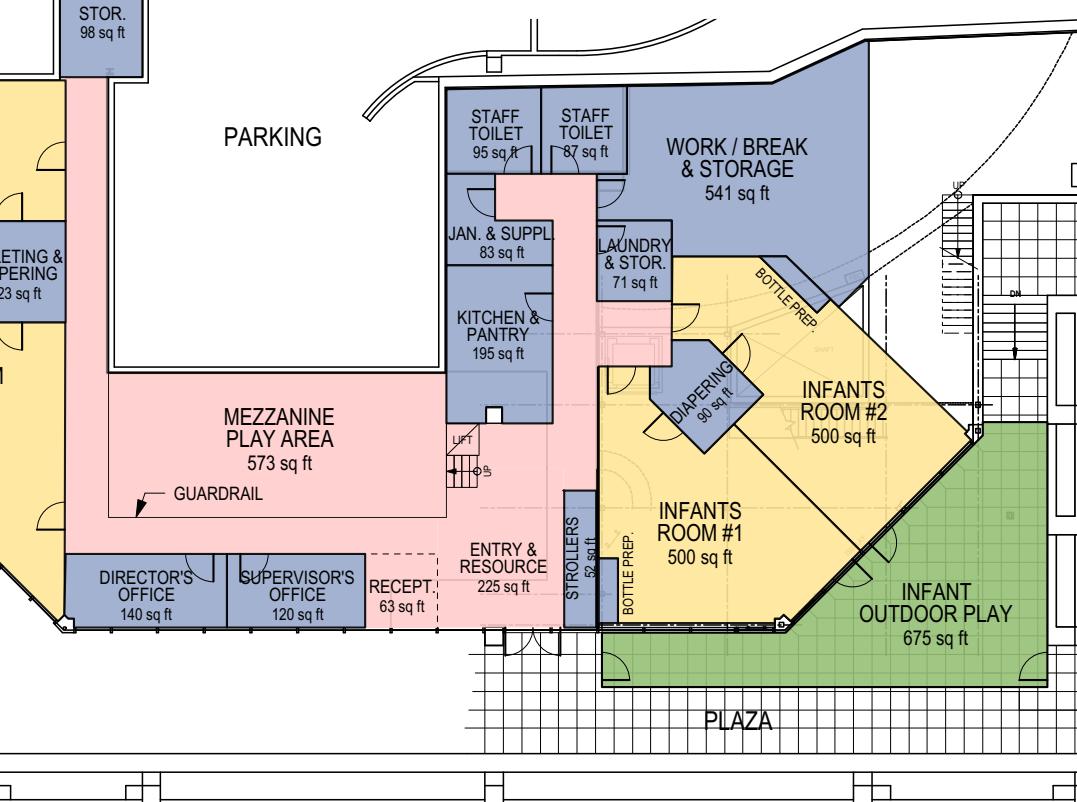
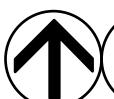
Room	Area	
ENTRY & RESOURCE	225 sq ft	TOILETING & DIAPERING
RECEPT.	63 sq ft	STOR.
SUPERVISOR'S OFFICE	120 sq ft	KITCHEN & PANTRY
DIRECTOR'S OFFICE	140 sq ft	JAN. & SUPPL.
MEZZANINE PLAY AREA	573 sq ft	LAUNDRY & STOR.
STROLLERS	52 sq ft	STAFF TOILET
INFANTS ROOM #1	500 sq ft	STAFF TOILET
BOTTLE PREP.	15 sq ft	WORK / BREAK & STORAGE
INFANTS ROOM #2	500 sq ft	CIRCULATION
BOTTLE PREP.	16 sq ft	CIRCULATION
DIAPERING	90 sq ft	ENTRY
TODDLERS CLASSROOM	586 sq ft	PRESCHOOL CLASSROOM #1
WADDLERS CLASSROOM	654 sq ft	PRESCHOOL CLASSROOM #2
		CHILDRENS TOILET
		TOTAL INTERIOR
		7,369 sq ft

Outdoor Areas

Area
INFANT OUTDOOR PLAY
PRESCHOOL OUTDOOR PLAY
TOY STOR.
WADDLERS & TODDLERS OUTDOOR PLAY
TOY STOR.
TOTAL OUTDOOR
3,463 sq ft

TOTAL INTERIOR + OUTDOOR

10,832 sq ft

Seattle Municipal
Child Care
Feasibility
StudySeattle Municipal Tower
Level 6
Option 230 August 2019
Project No. 1903FCommunity Design Center
402 15th Avenue East
Seattle, Washington 98112
phone: 206.329.8300
fax: 206.329.5494

1

SMT 6 - Preliminary Option 2

Scale: 1:250

SMT 6

14

COST ESTIMATE



August 12, 2019

Ms. Sally Knodell
Environmental Works
402 15th Avenue East
Seattle, WA 98112

Re: City of Seattle Child Care Facility – ROM Budgets

Dear Sally:

We are pleased to present our ROM (rough order of magnitude) budgets for the City of Seattle Child Care Facility. Our budgets are based on the two (2) page Preliminary Outline Specifications dated August 5, 2019 and the nine (9) page preliminary drawings dated August 5, 2019 showing the four (4) options under consideration. We anticipate construction durations of 5 months overall (+ or -).

Option #1: Seattle City Hall level one and level two ROM budget.

1. ROM (rough order of magnitude) 6647 SF space build out budget: \$2,466,037
2. Exterior play area 2882 SF ROM budget: \$ 518,760
3. Recommended 15% contingency for ROM budget at SD level: \$ 526,728
4. Recommended general contractor preconstruction budget to work with the architect/design team to build schedules, set budgets and material/finish selections: \$ 17,600
5. Recommended escalation for material cost at 5% per year (allowing one year before construction starts): \$ 185,743
6. Total Cost of All Above Listed Items (**excluding W.S.S.T. sales tax**): **\$3,714,868**

Option #2: Seattle City Hall level one ROM budget.

1. ROM (rough order of magnitude) 4500 SF space build out budget: \$1,669,500
2. Exterior play area 2888 SF ROM budget: \$ 519,840
3. Recommended 15% contingency for ROM budget at SD level: \$ 386,354
4. Recommended general contractor preconstruction budget to work with the architect/design team to build schedules, set budgets and material/finish selections: \$ 17,600
5. Recommended escalation for material cost at 5% per year (allowing one year before construction starts): \$ 136,489
6. Total Cost of All Above Listed Items (**excluding W.S.S.T. sales tax**): **\$2,729,783**

Seattle City Hall and Municipal Building ROM Budgets

Option #1: Seattle Municipal Building level six ROM budget:

1. ROM (rough order of magnitude) 7660 SF space build out budget: \$2,910,800
2. Exterior play area 3729 SF budget: \$ 671,220
3. Recommended 15% contingency for ROM budget at SD level: \$ 632,121
4. Recommended general contractor preconstruction budget to work with the architect/design team to build schedules, set budgets and material/finish selections: \$ 17,600
5. Recommended escalation for material cost at 5% per year (allowing one year before construction starts): \$ 222,723
6. Total Cost of All Above Listed Items (**excluding W.S.S.T. sales tax**): **\$4,454,464**

Option #2: Seattle Municipal Building level six Rom budget:

1. ROM (rough order of magnitude) 7369 SF space build out budget: \$2,800,220
2. Exterior play area 3463 SF budget: \$ 623,340
3. Recommended 15% contingency for ROM budget at SD level: \$ 604,157
4. Recommended general contractor preconstruction budget to work with the architect/design team to build schedules, set budgets and material/finish selections: \$ 17,600
5. Recommended escalation for material cost at 5% per year (allowing one year before construction starts): \$ 212,911
6. Total Cost of All Above Listed Items (**excluding W.S.S.T. sales tax**): **\$4,258,228**

General Clarifications and Assumptions:

1. Excludes Architecture, engineering, building permits and fees. We are assuming that engineering/design for the MEP's (mechanical, electrical and plumbing) will be performed by a mechanical/electrical design firm (no design build).
2. Excludes relocating of personnel, furnishings and infrastructure from the existing spaces to the new spaces for relocated employees. The client should carry a budget for this scope of work.
3. Anticipates commercial prevailing wage and difficulty factor for the downtown location.

Sincerely,

Jim Bray

Senior Project Manager – Special Projects Group

CC: File

APPENDIX

18 - 23	City Campus Walkthrough Summary
24 - 29	Floor Plan Diagrams of Spaces Under Consideration
30	Preliminary Land Use Code Analysis
31 - 35	Preliminary Building Code Analysis
36	Summary of Primary Relevant Child Care Licensing Regulations

CITY CAMPUS WALKTHROUGH SUMMARY



Jenny A. Durkan, Mayor

Dwane Chappelle, Director

July 2019 City Campus Child Care Walkthrough: Summary

The Seattle Department of Education and Early Learning (DEEL), in collaboration with the Mayor's Office, the City Budget Office (CBO), Finance and Administrative Services (FAS), and the Human Services Department (HSD), has been charged with responding to the Seattle City Council Child Care Center SLI 12-5-A-2.

Recap of Q2 Update:

- Environmental Works has been selected as the architectural firm that will conduct the feasibility analyses and produce conceptual designs.
- Environmental Works will subcontract with W. G. Clark Construction Company to do conceptual level cost estimating for the selected spaces.
- Diana Bender has been selected to develop a pro forma operating budget based on the options identified in the feasibility studies.

Overview

On July 3, 2019, architects from Environmental Works Community Design Center (EW) toured spaces in the Seattle Municipal Tower and City Hall with City staff to assess which spaces may be feasible for use as a child care center.

- Beginning the week of July 15, EW will draft up to three options for the placement of a child care center on the City campus. These are conceptual-level designs. They are intended to answer the question, *“Would it be possible to convert these spaces for use as a licensed child care center?”*
- EW will partner with W.G. Clark, who will provide a conceptual level cost estimate for the proposed renovations.
- As part of this project, another consultant will develop a financial model that will allow the City to project the cost of high-quality care in child care centers of various sizes.

The purpose of these activities is to support Mayoral and Council decision-making and budgeting. If the Mayor and Seattle City Council decide to move forward with this project, the next steps include procurement of a child care provider, facility design, permitting, construction, and licensing. Early projections indicate that the earliest, realistic opening for a child care center is 2022.

Participants

Name	Organization	Role
Sally Knodell	Environmental Works	Director of Architecture for Community Facilities
Markus Barrera-Kolb	Environmental Works	Project Manager
Jim Bray	W. G. Clark	Senior Project Manager Special Projects Group
David Kunselman	Seattle Department of Finance and Administrative Services	Deputy Director, Capital Development & Construction Management
Jason Phillips	Seattle Department of Finance and Administrative Services	Property Manager, Facility Operations
Ken Astrein	Seattle Human Services Department	Senior Community Development Specialist
Monica Liang-Aguirre	Seattle Department of Education and Early Learning	Director of Early Learning
Leilani Dela Cruz	Seattle Department of Education and Early Learning	Manager of Early Learning Operations
Erica Johnson	Seattle Department of Education and Early Learning	Sr. Policy Advisor for Early Learning
Noy Sivongxay	Seattle Department of Education and Early Learning	Education Specialist, former licensor for the State

Spaces toured

- Seattle Municipal Tower, Floor 14 (formerly the gym)
- Seattle Municipal Tower, Floor 6 (arts storage space, restaurant spaces, and plaza)
- City Hall, Floor 1 (unfinished space north of the coffee cart, customer service bureau, upper plaza)
- City Hall, LL1 (Red room, shelter, retail space)
- City Hall, LL2 (Boards and Commission room, Ombud's office, janitorial office, bulk supply and equipment room)

Due to the highly public nature of both buildings, care and consideration for the safety and security of young children on site for early care and learning will be paramount.

Summary of Preliminary Assessment

Location	Staff parking available?	Load and unload spaces available?	Outdoor play space and fencing possible?	Sufficient natural light?	Plumbing available?	Displacing other tenants?	Recommended for additional feasibility analysis?
SMT 6	Yes	Yes	Yes	Yes	Yes	Yes	Yes
SMT 14	Yes	Yes	Yes	Yes	Yes	Yes	Pending
CH 1	Maybe	Maybe	Yes	Yes	Yes	Yes	Yes
CH LL1	Maybe	Maybe	Yes	No	Yes	Yes	No
CH LL2	Maybe	Maybe	Yes	No	Yes	Yes	Yes

Please Note: On-site parking (whether for staff or for load/unload) is not required for either site per the Seattle Land Use Code. Providing parking for staff, or for parents dropping off or picking up children, may be advisable for optimal operations.

Detail of Preliminary Assessment

Seattle Municipal Tower

- Staff parking could be reserved in the parking garage
- Load and unload space available along curb on west side of 6th Avenue (would need to be dedicated to child care at certain times of day)

SMT 6 (Plaza and restaurant areas)

Benefits:

- Level of exit discharge (a building code criteria) is at grade for optimal egress compliance without need for elevator exiting; also convenient for drop-off and pick-up
- Plumbing available
- Daylight available
- Fenced outdoor play space viable on the 6th floor plaza (near current location of Chew Chews restaurant)
- A covered outdoor space would be available if current Chew Chew's restaurant location is reconfigured

Considerations:

- Both restaurant tenants would be displaced which would be a loss of revenue for the City
- Outdoor space on plaza would no longer be available to SMT tenants

- Change of use would require a land use process to vacate required street level retail (unclear if child care would meet requirement)
- Crossing 'public' walkway (under overhang) to gain access to children's outdoor play area at plaza is not considered optimal

Unknown:

- Arts storage space may need to be relocated
- Construction may require access to the vehicular ramp to the highway I-5 express lanes that runs under the plaza; given vehicular express lanes are typically closed for certain hours every day, this seems viable

SMT 14 (Old gym area)

The viability of this space was considered in a previous feasibility study of the same purpose as this report, approximately 4 years ago. At that time, the WA State Fire Marshal and child care licensing staff stated that the space was not licensable because the emergency exit path included travel down 8 flights of stairs to the level of exit discharge at 6th Avenue. The concern is that, in the event of an emergency, staff's capacity to provide exiting assistance to vulnerable populations (the children, especially infants) is not adequate due to the limited ratio of typical number of staff to typical number of children.

For this investigation, the question about the viability of SMT 14 for licensed child care was re-opened, to verify and update the feasibility of this location, as relates to child care licensing criteria. Child care licensing staff indicated that further discussions, including a Feasibility Site Visit, are needed for them to provide their determination on the acceptability of the exit path, and possible other concerns. This Site Visit has been scheduled for September 26 and will include discussion regarding whether or not Occupant Evacuation Elevator(s) would be considered acceptable means of egress in case of emergency. Parents' perceptions of this location for child care should also be considered. Lastly, WA State child care licensing staff (DCYF) are aware that urban child care centers are needed. They are considering how they can support that need, which inevitably includes considerations around child care centers that are not located at the level of exit discharge.

The viability of SMT 14, as results from the above coordination with DCYF, will be provided as soon as possible.

Benefits

- Outdoor play space/pavilion possible in the former pool area
- Natural light, large windows, high ceilings
- Plumbing available
- Isolated from the tower; has separate elevator

Considerations

- Mechanical system was designed to keep the space cool (for a gym); would need to be revamped to keep children warm in the winter

Unknown

- State licensor may require uncovered outdoor play space; unclear if that is possible
 - The roof may be subject to too much particulate matter from highway; stairs to roof may also be a problem, as well as large mechanical equipment and structural supports for this equipment on the roof that either would not be able to be relocated, or would be very costly to relocate
 - Unclear how much of the pool space could be opened for outdoor play space due to mechanical equipment and cost

City Hall

- Changes to the building's envelope or outdoor space would need to be approved by the Design Commission
- Renovations to City Hall spaces are projected to be more expensive per square foot than the SMT
- Outdoor play space would be possible by converting and fencing a large section of the upper level plaza; the fence would need a high level of finish and Design Commission approval
- It's unclear where dedicated staff parking, if needed/ desired, could be located. The entry/exit for the ADA garage/public parking garage is challenging due to steep slopes and traffic.
- It is unclear where load and unload parking spaces could be located. There are spaces that could be reserved for this purpose next to the Columbia Tower, but licensing may not approve street crossing. The street lanes adjacent to the building are currently traffic lanes.
- Due to apparent space limitations, child care spaces may need to be located on separate levels of the building

Floor 1 (Coffee cart and storage area)

Benefits

- At level of exit discharge for egress compliance
- Natural light available

- Plumbing and a kitchen space is available

Considerations

- The finish floor level would need to be elevated by installing finish flooring material over existing, unfinished substrate
- The kitchen space for the coffee cart (and maybe the coffee cart itself) would need to be relocated

Unknown

- The coffee cart, the customer service bureau, and possibly the public restrooms may need to be relocated

LL1 (Red Room Vestibule, Bagel Shop and Shelter Area)

Benefits

- Natural light could be available at Vestibule only; limited natural light available at Bagel Shop area

Considerations

- The red panels at the Red Room would need to be replaced with an energy code compliant wall/glazing assembly; even if they are replaced, this space does not offer adequate natural light
- Even with new clear glazing installed where existing red panels are located, and clear glazing relites installed at the non-concrete wall between Shelter Area and Red Room, the Shelter Area would not receive adequate natural light for licensed child care. It is assumed that replacing the concrete wall supporting the exterior Grand Stair with a steel column-and-beam assembly is cost prohibitive when alternate spaces are available for consideration.

Unknown

- The shelter, the bagel shop, and Operation Sack Lunch may need to be displaced

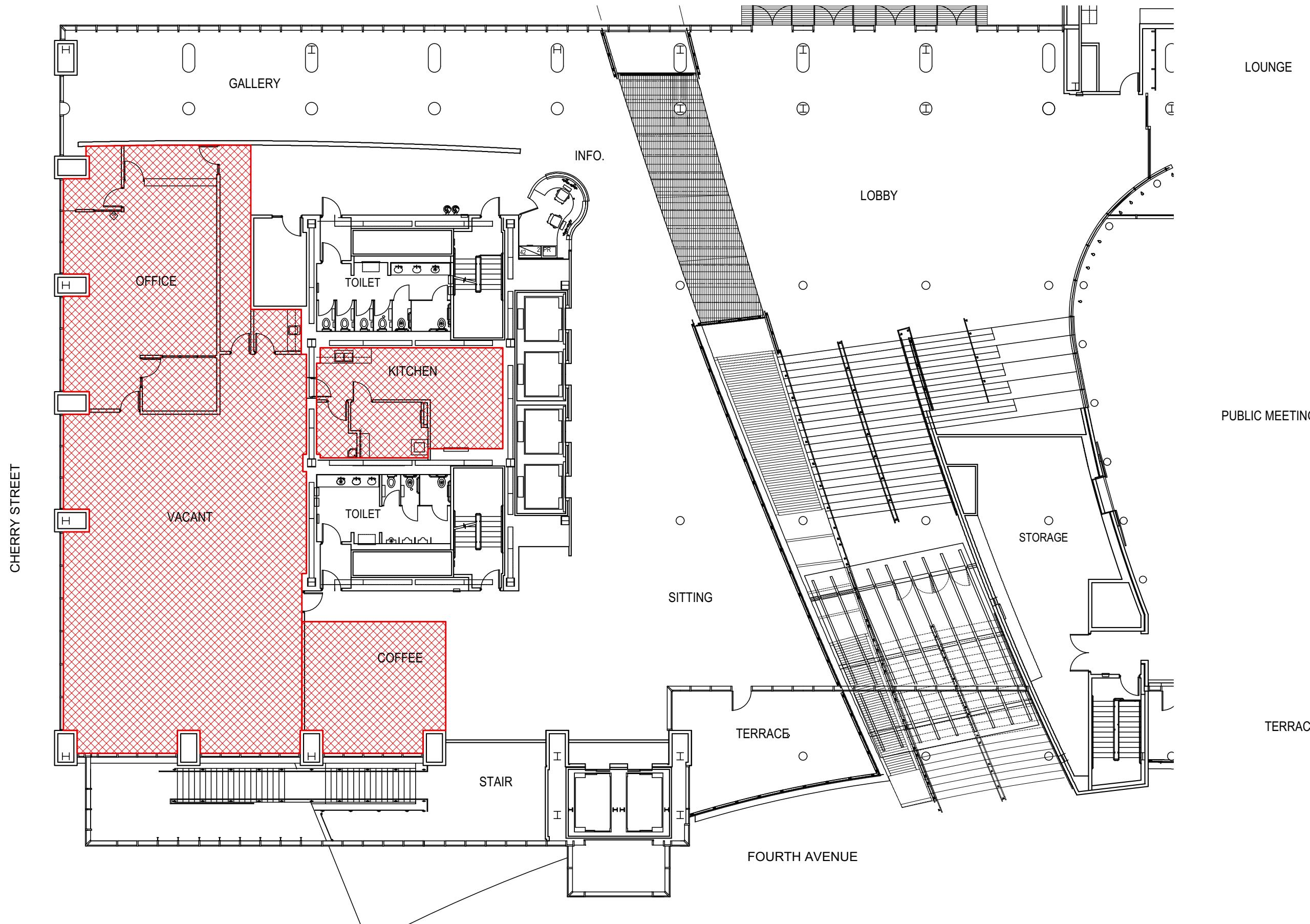
LL2 (Board and Commissions area; Janitor Staff Break and Storage Rooms)

Benefits

- The space is on the same level as the garage, should the garage be deemed acceptable for either staff parking or load/unload parking spaces.
- There is access to plumbing (bathroom and water)

FLOOR PLAN DIAGRAMS OF SPACES UNDER CONSIDERATION

6	SCH 1 - Available Space
7	SCH L2 - Available Space
8	SCH L1 - Available Space
9	SMT 6 - Available Space
10	SMT 14 - Available Space

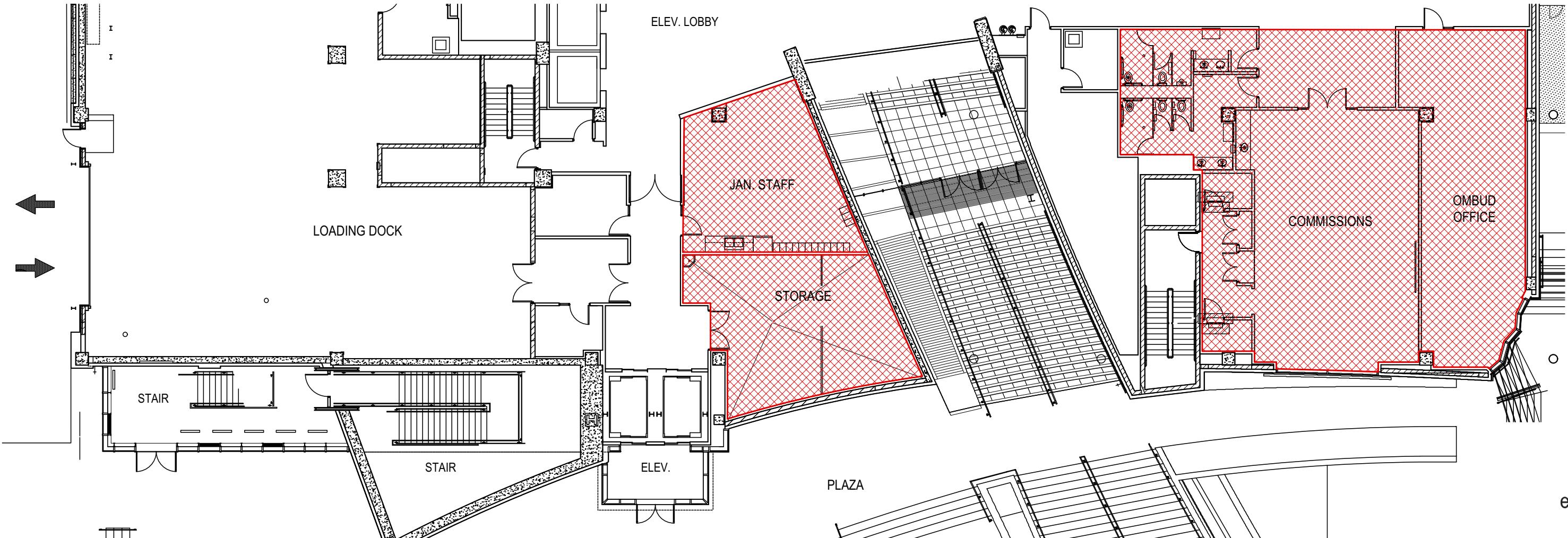


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**Seattle Municipal
Child Care
Feasibility
Study**

Spaces Under Consideration

30 August 2019
Project No. 1903F



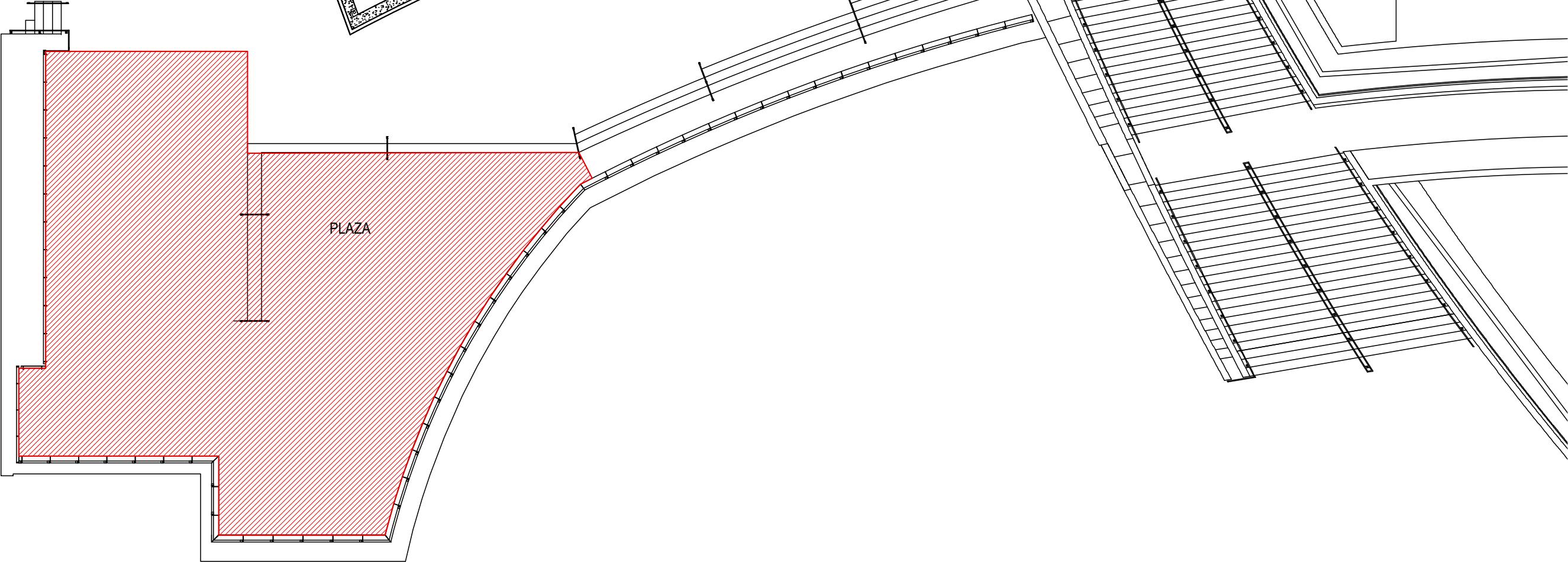
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Seattle Municipal Child Care Feasibility Study

Spaces Under Consideration

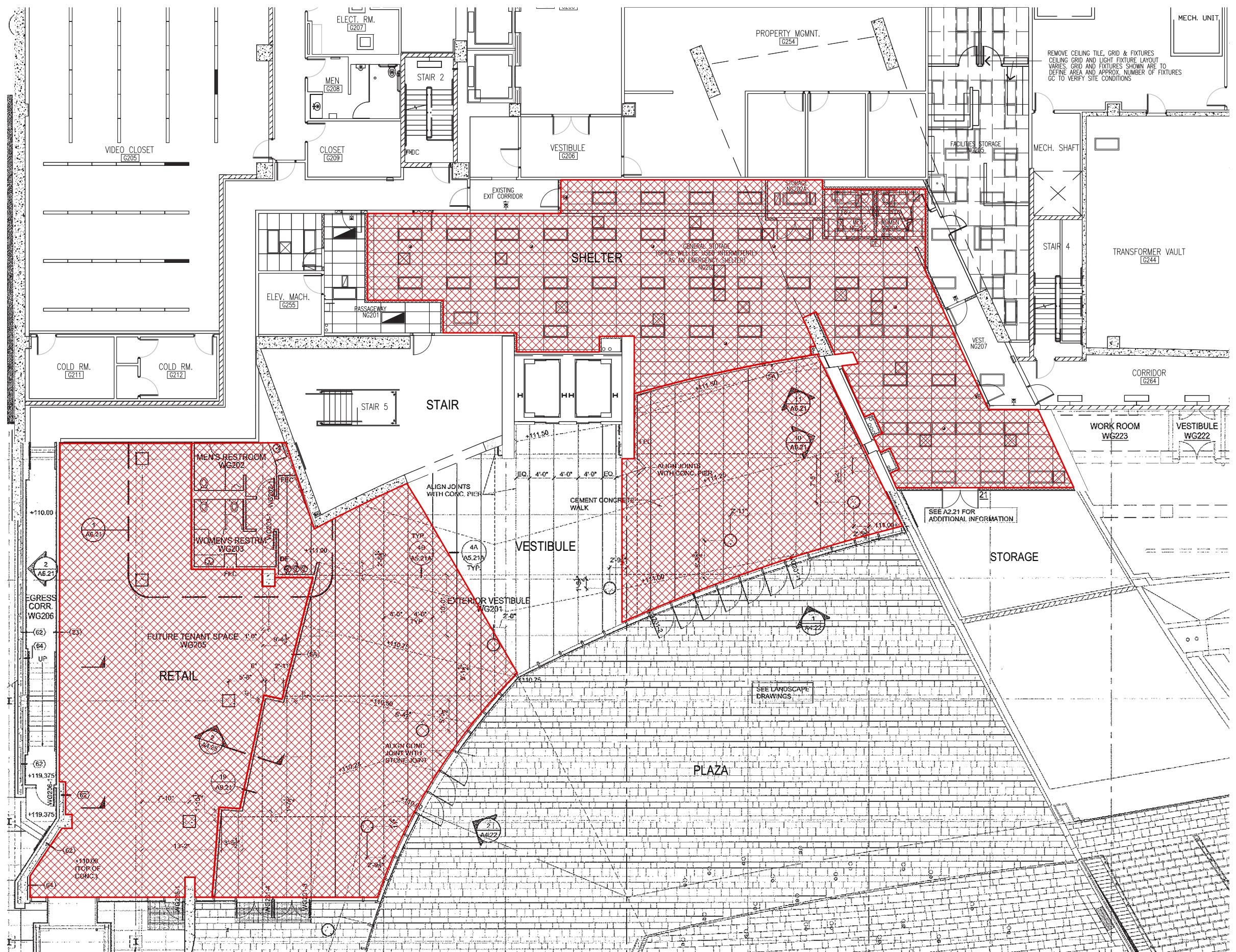


SCH L2

Scale: 1/16" = 1'-0"

30 August 2019
Project No. 19038F

SCH L2



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Community Design Center
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Seattle Municipal Child Care Feasibility Study

Spaces Under Consideration

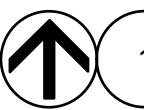
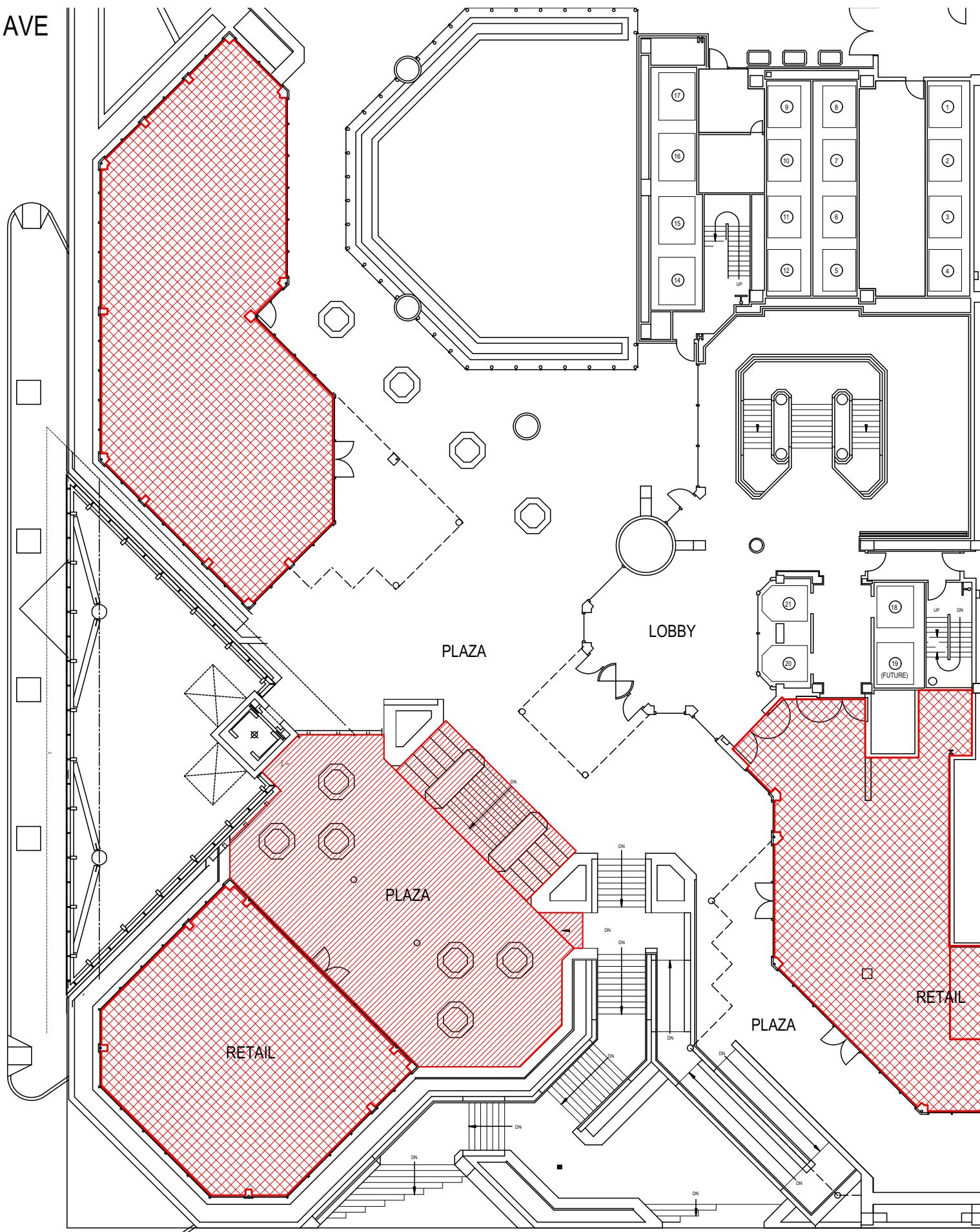
30 August 2019
Project No. 19038F

SCH L1 - Available Space

Scale: 1/16" = 1'-0"

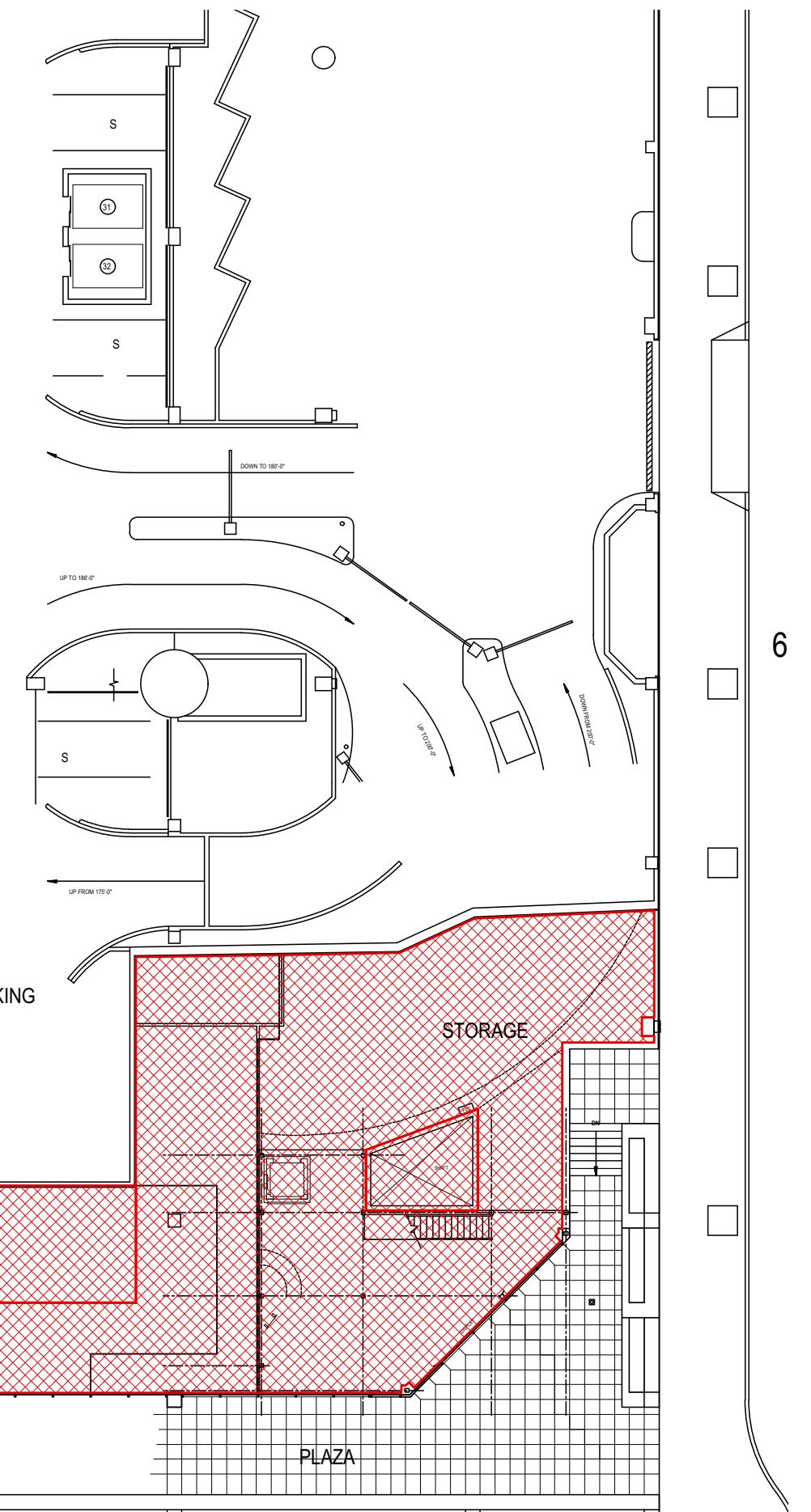
SCH L1

5TH AVE



SMT 6

Scale: 1:250



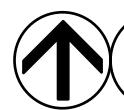
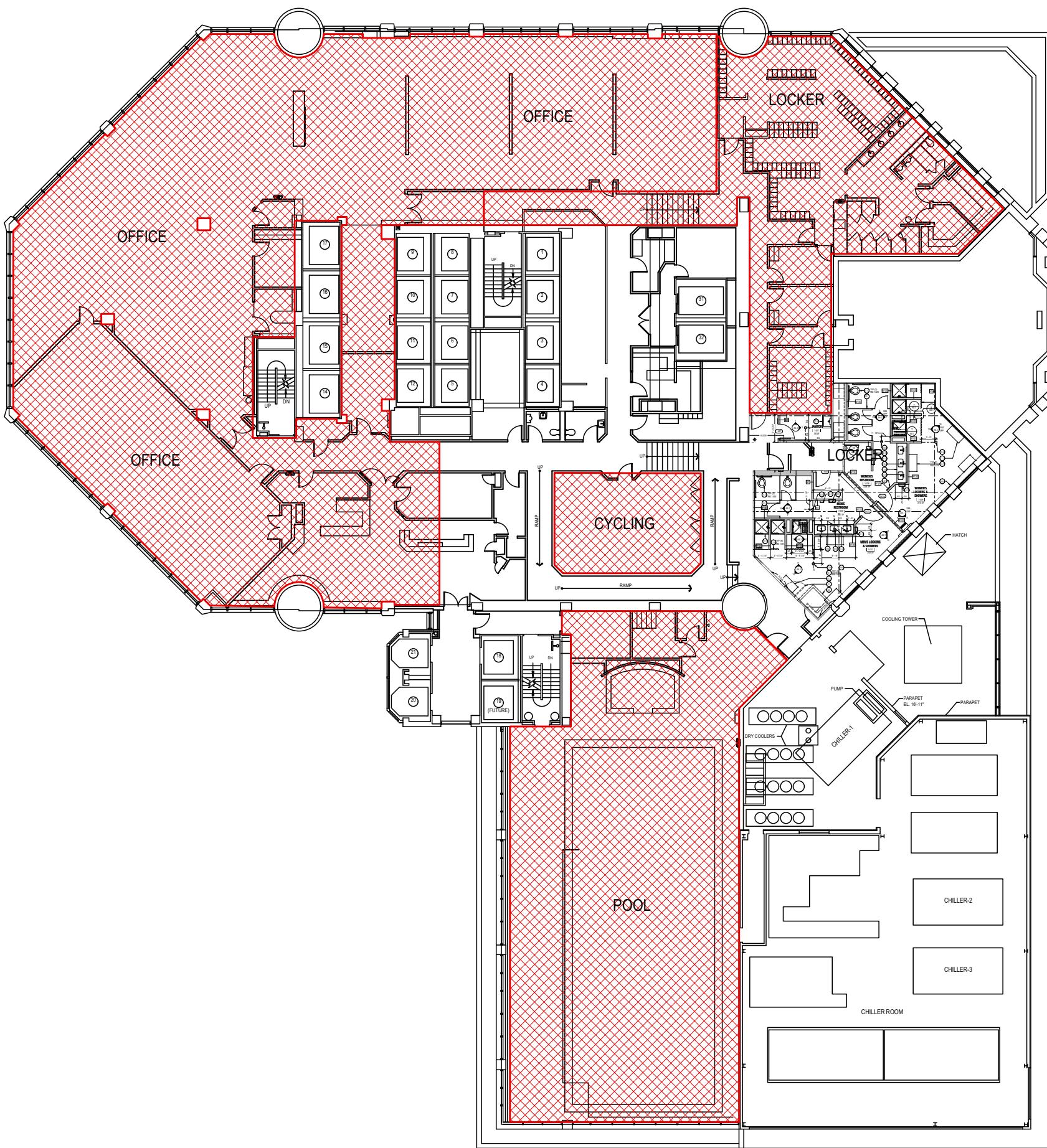
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Spaces Under Consideration

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1

SMT 14 - Available Space

Scale: 1:300



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**Seattle Municipal
Child Care
Feasibility
Study**

Spaces Under Consideration

30 August 2019
Project No. 19038F

SMT 14

PRELIMINARY LAND USE CODE ANALYSIS

Seattle Land Use Code (Version 9 July 2019)

Zoning: Downtown Office Core 1 (DOC1) U/450-U (Seattle Municipal Tower and Seattle City Hall)
Downtown Fire District Overlay
Parking Flexibility Area

CHAPTER 23.49 DOWNTOWN ZONING

23.49.008 **Structure Height.** No changes proposed at either location.

23.49.009 **Street-level use requirements:** (per [Map 1G](#) this requirement does not apply to either site)

Note: While the above requirement for street level uses does not apply to either of the sites under consideration, it is possible that other Land Use Code provisions, such as Bonus Development conditions related to Downtown Amenity Standards, may apply. Further analysis is warranted.

23.49.011 **Floor area ratio (FAR)**
Allowed: Base FAR for DOC1: 6
Max. FAR for DOC1: 21

Note: It is assumed that SCH (FAR approx. 3.4) is well below the base FAR allowed in the current code (FAR 6) and that this code section has no bearing on a possible child care center at SCH. However, based on information available to EW, SMT has a FAR in excess of 16. To comply under the current code, SMT would need to qualify for bonus floor area. More detailed code analysis would be required to determine whether the SMT design options for the child care center would increase any existing non-conformity of the FAR.

23.49.012 **Bonus floor area for voluntary agreements for housing and child care.**
Allowed (23.49.012.B.2): for each sf of bonus floor area, fully improved child care facility space sufficient for 0.000127 of a child care slot shall be provided. This may offset potential losses of FAR bonus due to elimination of existing amenities. More detailed code analysis is required.

23.49.013 **Bonus floor area for amenities.**
Existing FAR bonus amenities may be lost due to proposed child care center development at SMT, including public open space. More detailed code analysis is required.

23.49.019 **Parking quantity, location, and access requirements:**
A. 1. No parking, either long-term or short-term, is required for uses on lots in Downtown zone.
c. Bicycle parking is required as specified in subsection 23.54.015.K.

Please note: While providing on-site parking spaces is not required by the Seattle Land Use Code, providing staff and/or load/unload parking spaces (for parents dropping off and picking up children with their vehicles) may be advisable from an operations standpoint.

PRELIMINARY BUILDING CODE ANALYSIS

Preliminary Seattle Building Code Analysis

City of Seattle Child Care Campus Feasibility Study

2015 Seattle Building Code (SBC)

Note: The scope of work of this Feasibility Report allows for preliminary code analyses which endeavor to globally address all sites under consideration. More site specific code analysis will be required for the selected site should this project move forward.

SMT = Seattle Municipal Tower

SCH = Seattle City Hall

DCYF = WA State Dept. of Children, Youth and Family Services

CHAPTER 3 – OCCUPANCY CLASSIFICATION

Existing Occupancy Group Types of the spaces under consideration include primarily Group A-2 (Restaurants) and Group B (Offices).

The remodeling of existing spaces into child care spaces will include a Change of Use. It is assumed that the code compliance methodology pursued will be the Prescriptive Path of the Seattle Existing Building Code, in which case compliance with the Seattle Building Code will be needed, and is the approach taken in this analysis.

Proposed Occupancy Types at Child Care Spaces:

Group B, Business (offices)

Group E, Day care facilities (generally applies to children 2 1/2 & older)

Group I-4, Day care facilities (generally applies to children 2 1/2 & younger)

Group S-1, Moderate-hazard storage

CHAPTER 4 – SPECIAL DETAILED REQUIREMENTS BASED ON USE AND OCCUPANCY

403 High-Rise Buildings

No changes are proposed that involve the criteria stated in Construction (403.2), Automatic Sprinkler System (403.3), Emergency Systems (403.4), Means of Egress and Evacuation (403.5) or Elevators (403.6).

WA State Foundational Quality Standards for Early Learning Programs (child care licensing requirements; WAC 110-300) will require an Emergency Preparedness Plan, typically prepared by the child care center operator. In this instance, the next phase of feasibility investigations must include consultation with DCYF staff to ensure emergency exiting is acceptable and licensable.

403.6.2 Occupant evacuation elevators.

Should WA State Child Care Licensing staff not eliminate SMT 14 from consideration, a more thorough review of code requirements regarding elevator(s) as part of the exiting code compliant path for egress from the building will be warranted. A Feasibility Site Visit with DCYF staff has been scheduled for September 16th 2019 .

CHAPTER 5 – GENERAL BUILDING HEIGHTS AND AREAS

Sec. 504.2 Mixed occupancy. In a building containing mixed occupancies in accordance with Section 508, no individual occupancy shall exceed the height and number of story limits specified in this section for the applicable occupancies.

Table 504.3 Allowable Building Height in Feet Above Grade Plane
(For buildings equipped throughout with an automatic sprinkler system per Sec. 903.3.1.1)

OCC. GROUP	TYPE OF CONSTRUCTION	
	TYPE IA (SMT)	TYPE IB* (SCH)
B, E, S-1	UNLIMITED	180 FT.
I-4	UNLIMITED	180 FT.

* Note: Information provided by CoS FAS indicates SCH as Type II-FR Construction. Verification of the equivalent current Construction Type (IB) relative to current code is warranted.

From information provided by City of Seattle FAS, the Seattle City Hall existing building height is well below the allowed 180 Ft. for the existing Construction Type.

Table 504.4 Allowable No. of Stories Above Grade Plane
(For buildings equipped throughout with an automatic sprinkler system per Sec. 903.3.1.1)

OCC. GROUP	TYPE OF CONSTRUCTION	
	TYPE IA (SMT)	TYPE IB* (SCH)
B	UNLIMITED	12 STORIES
E	UNLIMITED	6 STORIES
I-4	UNLIMITED	6 STORIES
S-1	UNLIMITED	12 STORIES

* Note: Information provided by CoS FAS indicates SCH as Type II-FR Construction. Verification of the equivalent current Construction Type (IB) relative to current code is warranted.

Further analysis to verify the existing Number of Stories Above Grade Plane at SCH is warranted. Preliminary observations indicate there are 7 stories above Grade Plane, in which case a Mixed Use Nonseparated Uses approach to code compliance would not be viable, given the most restrictive allowable number of Stories is 6. Occupancy Separations would potentially be required.

Sec. 505 Mezzanines
Note: Should the existing Mezzanine in the 'Art Storage' area of SMT 6 be retained, this should have no implications in terms of code compliance as the code allows Unlimited number of Stories and Unlimited Area for buildings of Type IA Construction. Means of Egress should be considered to ensure code compliance for exiting due to occupant load.

Table 506.2 Allowable Area Factor in Square Feet
(For buildings two or more stories above grade plane equipped throughout with an automatic sprinkler system per Section 903.3.1.1)

OCC. GROUP	TYPE OF CONSTRUCTION	
	TYPE IA (SMT)	TYPE IB* (SCH)
B	UNLIMITED	UNLIMITED
E	UNLIMITED	UNLIMITED
I-4	UNLIMITED	181,500 SF
S-1	UNLIMITED	144,000 SF

Note: these areas do not include possible frontage increases per 506.3

* Note: Information provided by CoS FAS indicates SCH as Type II-FR Construction. Verification of the equivalent current Construction Type (IB) relative to current code is warranted.

The largest floor plate area of the Seattle City Hall building is well below the tabular value of 181,500 SF. Preliminary observations indicate compliance is attainable, but must be documented by way of the calculations required in SBC 506.2.4.

Table 508.4

Required Separation of Occupancies

If further analysis indicates that a 'Mixed Use – Nonseparated Uses' approach to code compliance for SCH is not viable due to number of Stories Above Grade Plane, Occupancy Separations will likely be required, as follows:

(For buildings equipped throughout with an automatic sprinkler system per Section 903.3.1.1)

OCCUPANCY TYPE	REQ'D. SEPARATION (HR.S of Fire Resistive Construction)			
	A	B	S1	S2
GROUP E	N	1	1	N
GROUP I-4	1	1	1	1

N = No Separation Requirement

The table above is a limited representation of Table 508.4 with assumptions regarding Occupancy Types in spaces adjacent to possible future child care spaces. Further analysis is warranted, however, for sprinklered buildings, the most rigorous Fire-Resistive Rating required between Groups E & I-4 Occupancies and other Occupancy Types (assuming there are no Group H, Hazardous Occupancies in either building) is a 1 Hr. Fire-Resistive construction.

CHAPTER 6 – TYPES OF CONSTRUCTION

Table 601

Fire Resistance Rating for Building Elements (Constr. Types 1A & 1B)

Assumed: No modifications to the Primary Structural Frame or any Bearing Walls would be proposed.

Modifications to existing roof deck construction to allow for Outdoor Play Areas with adequate safety surfacing must comply with Fire-Resistance Rating requirements as indicated in Table 601, i.e. 2 Hr. F.R. Rating at Floor construction and associated secondary members and 1 ½ Hr. F.R. Rating (SMT) or 1 Hr. F.R. Rating (SCH) at Roof construction and associated secondary members.

Table 602

Fire Resistance Rating for Ext. Walls Based on FSD (Constr. Types 1A & 1B)

FSD ('X') Group E & I Occupancies

X < 5'	1 Hr. F.R. Rating
5' ≤ X < 10'	1 Hr. F.R. Rating
10' ≥ X < 30'	1 Hr. F.R. Rating
X ≥ 30'	0 Hr. F.R. Rating (Non-rated)

FSD = Fire Separation Distance

CHAPTER 7 – FIRE AND SMOKE PROTECTION FEATURES

Table 705.8

Maximum Area of Exterior Wall Openings

The Preliminary Floor Plan Options do not propose modifications to existing exterior walls that would be subject to this code provision.

CHAPTER 9 – FIRE PROTECTION SYSTEMS

Seattle Municipal Tower (SMT) and Seattle City Hall (SCH) are equipped with automatic sprinkler systems compliant with SBC 903.3.1.1 NFPA 13.

Sec. 907	Fire Alarm and Detection Systems A manual fire alarm system will be required if the occupant load is 51 or greater. An emergency voice/alarm communication system will be required if the occupant load is 101 or greater. The Fire Alarm systems of both existing buildings will need to be modified to allow for the proposed Groups E & I-4 Occupancies.
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CHAPTER 10 – MEANS OF EGRESS

Table 1004.1.2 Occupant Load Factors

Day Care: 35 sf per child (net)
Business areas: 130 sf per occupant (gross, with sprinkler protection)
Kitchens, commercial: 200 sf per occupant (gross)
Accessory storage areas, mechanical equip. room: 300 sf per occupant (gross)

Table 1006.2.1 Spaces With One Exit or Exit Access Doorway (with sprinkler system)

Group E Occupancy: single exit permitted for occ. load \leq 49 & travel distance of \leq 75 ft.
Group I-4 Occupancy: single exit permitted for occ. load \leq 10 & travel distance of \leq 75 ft.
Group B Occupancy: single exit permitted for occ. load \leq 49 & travel distance of \leq 100 ft.

Sec. 1006.2.2.4 Day care means of egress. Day care facilities, rooms or spaces where care is provided for more than 10 children that are 2 1/2 years of age or less, shall have access to not less than two exits or exit access doorways.

1007.1.1 Two exits or exit access doorways.

Exception 2: Where a building is equipped throughout with an automatic sprinkler system (per 903.3.1.1. or 903.3.1.2), the separation distance between exits shall be not less than one-third of the maximum overall diagonal dimension of the area served.

1009.5 Platform lifts. Platform lifts may serve as part of an accessible means of egress where allowed as a required accessible route in Section 1109.8. A legally required standby power system shall be provided in accordance with Chapter 27.

1010.1.2.1 Direction of door swing. Doors shall swing in the direction of egress travel where serving a room or area with an occupant load of \geq 50 persons.

1011.2 Stairway Width - Exception 1: Stairways serving an occupant load of less than 50 shall have a width of not less than 36 inches (914 mm).

1016.2 (2) Egress through intervening spaces. Egress from a room or space shall not pass through adjoining or intervening rooms or areas, except where these and the area served are accessory to one or the other and provide a discernible path of egress travel to an exit.

Table 1017.2 Exit Travel Distance (with sprinkler system)

Group E Occupancy: 250 ft
Group B Occupancy: 300 ft
Group I-4 Occupancy: 200 ft

Note: Child Care Licensing approval of an emergency exiting plan for Infants is warranted. While this issue is not specifically addressed in either the SBC or the child care licensing regulations, exiting Infants in an evacuation crib (along a path that does not include any stairs/risers) is strongly preferred, if not informally required, by DCYF. The question of how many exits without stairs/ risers will be required should be confirmed. If the infant occupant load is 10 or less, ostensibly only 1 exit at grade (without any steps/risers), would be code compliant.

CHAPTER 11 – ACCESSIBILITY

Full compliance with ANSI A117.1 – 2009 (ADA) requirements, including building components requirements for children's use, is anticipated.

CHAPTER 29 – PLUMBING SYSTEMS

Quantities of plumbing fixtures for child care centers are predominantly governed by the WA State Minimum Licensing Requirements for Child Care Centers. Cost estimating for this feasibility study includes child care licensing required quantities of plumbing fixtures.

Adult (child care staff) fixture quantities provided in existing toilet rooms are assumed to be code compliant due to the fact that there is no new net increase in occupant loads.

End of Preliminary Building Code Analysis

SUMMARY OF PRIMARY RELEVANT CHILD CARE LICENSING REGULATIONS

The Washington State child care licensing requirements are titled “Foundational Quality Standards for Early Learning Programs” and are contained within the Washington Administrative Code, Chapter 110-300.

Basic facility related licensing requirements are as follows:

- “An early learning provider must keep indoor and outdoor early learning program space, materials, and equipment free from hazards and in safe working condition.” (110-300-0165)
- Classrooms are sized based on current industry understandings around ‘activity area’ (Square Feet - SF) per child needed for a developmentally appropriate early learning environment. Licensing requirements for activity area are considered the minimum. This project assumes a higher quality standard than the minimums allowed.
 - 35 SF are required by licensing for Waddlers, Toddlers and Pre-school age children; this project assumes 40 SF per child.
 - 50 SF are required by licensing for Infants; this project assumes 55 SF per infant.
- Child care licensing also regulates the maximum number of children that can be enrolled in any one classroom, based on age, as follows:
 - Preschoolers: 20 children max. (Staff to Children Ratio of 1:10; 2 teachers min.)
 - Waddlers/Toddlers: either 14 children (Staff to Children Ratio of 1:7; 2 teachers min.) or 15 children (Staff to Children Ratio of 1:5; 3 teachers min.)
 - Infants: either 8 children (Staff to Children Ratio of 1:4; 2 teachers min.) or 9 children (Staff to Children Ratio of 1:3; 3 teachers min.)
- Child care center capacity is also governed by quantity of plumbing fixtures available for children’s use, as follows:
 - One working flush toilet is required for every 15 children and staff. (Dedicated adult toilet rooms are typically provided in locations other than classrooms. Children not yet toileting do not count towards this requirement.)
 - One working sink and faucet for every 15 children and staff.
 - Also strongly recommended is a “classroom sink” for children’s use.
- Younger children’s care giving needs include:
 - Diaper changing station (diaper changing table, hand wash sink, counter and storage)
 - Bottle Prep station (sink, dishwasher, small refrigerator, counter and storage)
- Outdoor Play is required, providing 75 SF of active play area per child in the outdoor play area at any given point in time.

Please see the ‘Architectural Program Statement’, included in this report, for other support spaces needed for operations, as well as how the above translates into a listing of spaces needed specific to this project.

Subsequent Financial Impact Summary by Child Care Option as of Sept 9, 2019

PROPERTY / BUILDING NAME	TENANT	RELOCATION	ACTION	CURRENT LOCATION	SIZE (SF)	COMMEN CEMENT	EXPIRATION	EXTENSIONS	CURRENT RENT/ MONTH ¹ (a)	EST. OUTSIDE LEASE RENT/ MONTH ³ (b)	MO. ADDED CUSTOMER COST	ANNUAL LOSS OF CITY RENT REVENUE ² (a*12)	ANNUAL RENT TO OUTSIDE LEASES (b*12)	TENANT IMP. BUDGET ⁵	TOTAL COST OF ACTION	NOTES	CITY HALL OPTION 1	CITY HALL OPTION 2	SMT OPTION 1	SMT OPTION 2
SMT	RVJ (Core Bistro)	Terminate Lease	Lease buy-out est.	602	2,360	5/1/2011	10/31/2020	1-5yr ext.	\$ 2,086	N/A	N/A	\$ 25,032	N/A	N/A	\$ 125,160	Buy-out est. 5 yr ext. Per contract, City has to renew the contract or offer buyout			\$ 125,160	\$ 125,160
SMT	Beba's & Amigo's	Terminate Lease	Lease buy-out est.	604	2,631	11/1/2017	10/31/2022	1-5yr ext.	\$ 2,326	N/A	N/A	\$ 27,912	N/A	N/A	\$ 195,384	Buy-out est. 7 yr. Per contract, City has to renew the contract or offer buyout			\$ 195,384	\$ 195,384
SMT	Chew Chews	Terminate Lease	Lease buy-out est.	603	1,696	11/1/2017	10/31/2022	1-5yr ext.	\$ 2,059	N/A	N/A	\$ 24,708	N/A	N/A	\$ 172,956	Buy-out est. 7 yr, Per contract, City has to renew the contract or offer buyout			\$ 172,956	
SMT	Arts Storage	Move to Outside Leased Space	Rent Differential, Move Cost, FF&E, IT	6th Floor	2,819		N/A	N/A	\$ 6,939	\$ 8,222	\$ 1,283	\$ 83,273	\$ 98,665	\$ 422,850	\$ 521,515	Assumed outside lease rate: \$35/sf			\$ 521,515	\$ 521,515
City Hall	City Grind	Move to new space in SCH. Lease interruption during build out.	Lease interruption payout, Move / storage cost / TI	Lobby	492	9/1/2016	8/31/2021	M-to-M	\$ 710.28	N/A	N/A	\$ 8,523	N/A	\$ 73,800	\$ 80,902	Assume: 1) business continues in City Hall; 2) build-out is concurrent with childcare - 5mos. Cost of action = lease interruption, lost revenue + TI cost	\$ 80,902	\$ 80,902		
City Hall	Boards & Commissions	Move to new space in SMT 40 ⁴	Move Cost, FF&E, IT	L-280	1,308		N/A	N/A	\$ 5,224	N/A	N/A	\$ 62,684	N/A	\$ 313,650	\$ 376,334	Assume current tenant SPU will move out	\$ 376,334			
City Hall	Ombud's Office	Move to Outside Space (Possibly SMT 16)	Rent Differential, Move Cost, FF&E, IT	L-276	1,700		N/A	N/A	\$ 4,185	\$ 7,083	\$ 2,899	\$ 50,218	\$ 85,000	\$ 289,000	\$ 374,000	Assumed outside lease rate: \$50/sf.	\$ 374,000			
City Hall	Customer Service Bureau	Move to Outside Leased Space	Rent Differential, Move Cost, FF&E, IT	119	1,935		N/A	N/A	\$ 4,763	\$ 8,063	\$ 3,299	\$ 57,160	\$ 96,750	\$ 328,950	\$ 425,700	Assumed outside lease rate: \$50/sf	\$ 425,700	\$ 425,700		

FAS Impact by Option

\$ 1,256,936

\$ 506,602

\$ 1,015,015

\$ 842,059

NOTES

1. Current rent as of 9/1/2019 does not include Leasehold Excise Tax which is a passthrough to WA State. S1 rate \$29.54 in 2019 and \$29.02 in 2020

2. If tenants vacate, this column represents lost revenue to the City per year. Assume tenants vacate on 8/31/2020.

3. If City tenants vacate, the column includes the estimated monthly rent for private new space at market rates for space of equal size to current City space.

4. Space available on SMT 40 = 2122 SF (1845 SF + common space), currently being used by SPU

5. TI project budget based on \$170/SF for offices & Boards & Commissions and \$150/SF for Arts & Coffee Cart. Includes demo & move expenses, FFE, required space improvements, design & project management.

City Campus Child Care Market Study

DEEL commissioned a market rate study of seven child care providers who operate in the downtown core and serve children birth-5 years old. Below are the names of the providers and their average child care rates across all ages (birth-5 years old):

- Pacific First Montessori (Average = \$2,195/Month)
- Green Trees Child Care (Average = \$1,895/Month)
- Bright Horizons Spring Street (Average = \$2,330/Month)
- Northwest Center @ Chinook (Average = \$1,792/Month)
- Cosmopolitan Kids (Average = \$1,790/Month)
- Kids Centre (\$2,067/Month)
- Bright Horizons @ 4th and Madison (Average = \$2,731/Month)

Table 1 summarizes the median and 75th percentile tuition rates for all seven providers:

Table 1. Child Care Rate for Downtown Core Providers

Classroom	Age	Median Tuition	Tuition @ 75th Percentile
Infant	0-12 months	\$2,337	\$2,501
Waddler	12-24 months	\$2,284	\$2,379
Toddler	24-36 months	\$2,092	\$2,244
Preschool	> 36 months	\$1,755	\$1,952

Although not included in the market rate study due to heavy subsidization and employee prioritization, the following rates for Harborview Medical Center are provided for comparison purposes (Table 2):

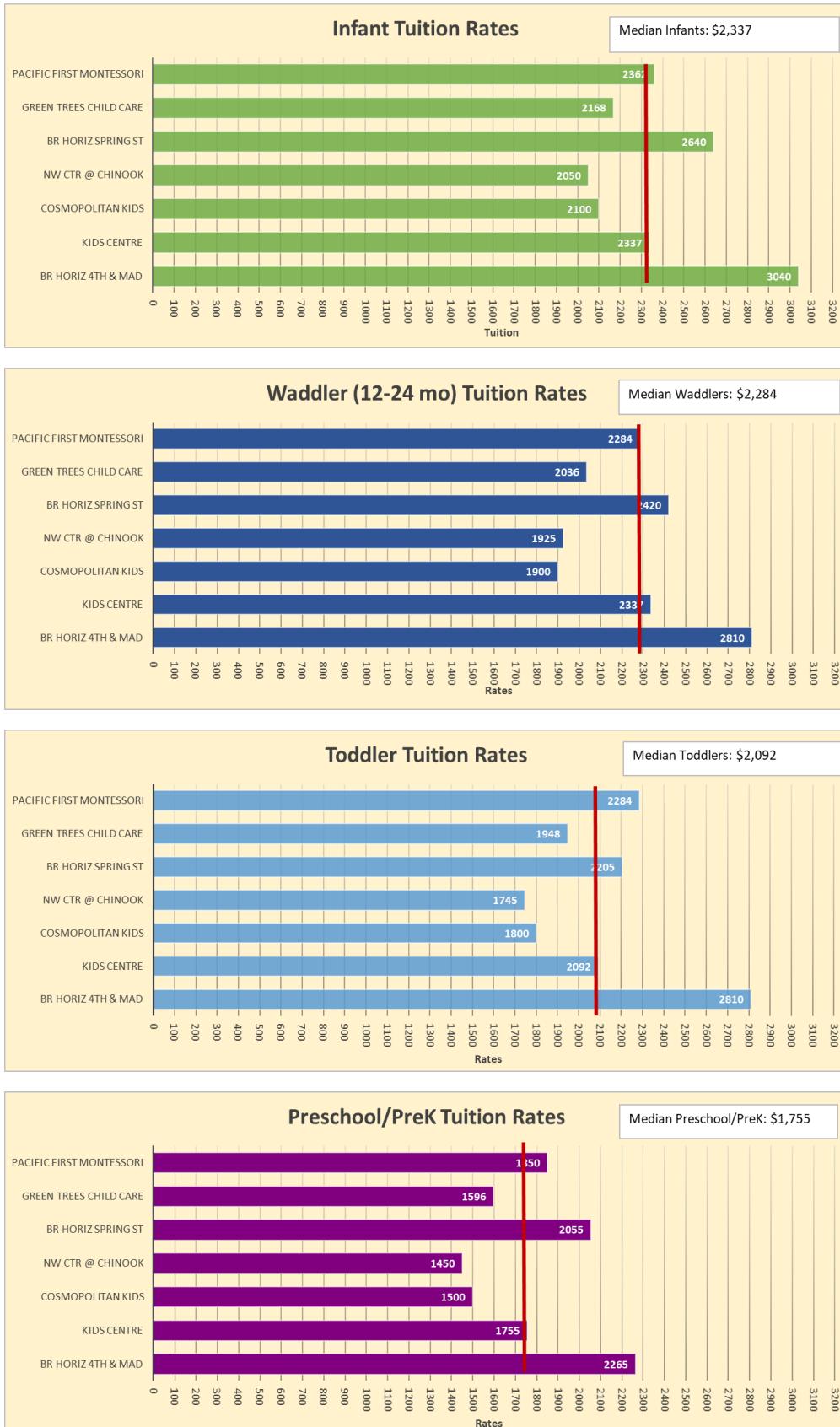
Table 2. Harborview Medical Center Rates

Classroom	Age	Tuition
Infant/Waddler	0-24 months	\$1,900
Toddler	24-36 months	\$1,681
Preschool/PreK	>36 months	\$1,381

Rate Considerations

Child care tuition rates vary by child age, staffing models, occupancy costs, and level of external support. Child care tuition also varies greatly by age of child, in part because the expenses associated with caring for young children is highly dependent on their age. Infants require a substantially lower infant-to-teacher ratio (1:3) compared to four year olds (1:20).

Provider Rates by Age Group



Attachment 4: Estimated Timeline to Opening a New City Campus Child Care Center

Q1 2020 - Provider and Design Team Procurement		
Draft childcare provider RFQ and Design Team RFQ	2-3 weeks	Two separate parallel processes.
Run RFQ advertisement processes	4-6 weeks	
RFQ review, shortlist, selections	2-6 weeks	The longer duration is if interviews are needed.
Negotiate with selected provider and Design Team/ execute contract	4-7 weeks	
Q2 2020 – Schematic Design (SD)		
Schematic Design (SD)	8 weeks	
Schematic Design (SD) Cost Estimate	2 weeks	
SD Phase Review / Approval- DEEL / CBO/ Stakeholders	1-2 weeks	Concurrent with State licensing review?
Q3 2020 – Design Development / Permitting		
Design Development (DD)	10 weeks	
Permitting Submittal & Review <i>(Concurrent with Design Development (DD) & Construction Document (CD) Phases)</i>	8 weeks	Submit @ 60% DD. Assumes use of blanket permit. Change of use could add 8 weeks review time. Land Use Permit/ Design Commission Review/ Type V Permit could add 4-12 weeks review time.
Design Development (DD) Cost Estimate	2 weeks	
Begin supplemental budget process for revised capital costs, if necessary.		
DD Phase Review / Approval- DEEL / CBO / Stakeholders	1-2 weeks	
Develop & execute lease with provider. Council action is required for a lease of 5 years or more.	8-12 weeks	
Architect and PM contact DCYF for plan review	1 week	A plan review is a free consultation and will give the licensor, state fire marshal representative, and DCYF health specialist an opportunity to review prior to the start of construction.
Q4 2020 – Construction Documents / Permitting		
Construction Document (CD) Design Phase	12 weeks	
Construction Document (CD) Cost Estimate	2 weeks	
CD Phase Review / Approval to proceed with bidding – DEEL / CBO / Stakeholders	1-2 weeks	
Q1 2021 – Construction Procurement		
Contractor selection process - CPCS Review & Approval/ Bidding	12-14 weeks	
Q2 2021 – Construction Begins		
Construction	32-48 weeks	
Q1 2022 – Licensing		
Licensing process with the State Department of Children, Youth, and Families	12 weeks+	C of O needed prior to beginning this process. The licensing process often takes longer than 90 days.